

San Bruno

AVE.

# GENERAL PLAN

MASTICK

1984

CHAPMAN

TEXAS PL.

AVE.

AVE.

TAYLOR





Digitized by the Internet Archive  
in 2024

<https://archive.org/details/C124886022>

86 01172  
✓ 7/24/86

**CITY OF SAN BRUNO  
1984 GENERAL PLAN  
AND  
ENVIRONMENTAL IMPACT REPORT**

**Adopted June 25, 1984**

INSTITUTE OF GOVERNMENTAL  
STUDIES LIBRARY

JUL 24 1986

UNIVERSITY OF CALIFORNIA

**Ironside and Associates** / **Planning Consultants**  
**383 Bellevue Avenue, Oakland, CA 94610 (415) 835-4798**

Figure 6

7.

100

;

1997

100

*Journal of Management Education* 30(6)



# Table of Contents

|   | <u>Page</u> |
|---|-------------|
| <b>INTRODUCTION</b>                           | 1           |
| General Plan Elements                         | 1           |
| Objectives                                    | 3           |
| Planning Process                              | 4           |
| Planning Area                                 | 4           |
| Major Issues                                  | 5           |
| <br><b>SETTING AND PLANNING FACTORS</b>       | <br>7       |
| Regional Setting                              | 7           |
| Community Description                         | 7           |
| Population and Housing Characteristics        | 7           |
| Historical Development                        | 11          |
| Environmental Setting                         | 11          |
| Topography and Climate                        | 11          |
| Natural Resources                             | 13          |
| Air Quality                                   | 13          |
| Environmental Constraints                     | 13          |
| Areas Subject to Flooding                     | 13          |
| Geotechnical and Safety Hazards               | 13          |
| Availability of Services                      | 16          |
| Water   | 16          |
| Wastewater System and Treatment               | 16          |
| Storm Drainage System                         | 17          |
| Solid Waste Management                        | 18          |
| Circulation                                   | 18          |
| Fire Services                                 | 18          |
| Police Services                               | 19          |
| Schools                                       | 19          |
| Parks, Recreation and Open Spaces             | 22          |
| Library                                       | 22          |
| Cable Television                              | 23          |
| <br><b>SEISMIC SAFETY AND SAFETY ELEMENTS</b> | <br>24      |
| Introduction                                  | 24          |
| Background                                    | 24          |
| Existing Regulations                          | 26          |
| Hazards                                       | 26          |
| Seismic Hazards                               | 26          |
| Geological Hazards                            | 28          |
| Structural Hazards                            | 28          |
| Fire Hazards                                  | 29          |
| Flood Hazards                                 | 29          |
| Emergency Response                            | 30          |
| Minimum Road Widths                           | 31          |
| Peakload Water Supply                         | 31          |
| Evacuation Routes and Emergency Shelters      | 31          |
| Public Awareness                              | 31          |
| Clearances Around Structures                  | 31          |



## Table of Contents (cont.)

|   | <u>Page</u> |
|---|-------------|
| Goals, Policies, and Implementing Actions                       | 33          |
| Goals   | 33          |
| Policies and Implementing Actions                               | 33          |
| <b>NOISE ELEMENT</b>  | 39          |
| Introduction  | 39          |
| Noise and its Effects   | 40          |
| Noise Measurements  | 40          |
| Highway Noise   | 40          |
| Aircraft Noise  | 41          |
| Railroad Noise  | 41          |
| Industrial Noise  | 41          |
| Noise Exposure Inventory  | 43          |
| Future Noise  | 43          |
| Noise Criteria for Land Use Planning                            | 46          |
| Relationship to other General Plan Elements                     | 47          |
| Goals, Policies, and Implementing Actions                       | 47          |
| Goals   | 47          |
| Policies  | 48          |
| Implementing Actions  | 49          |
| Appendix  | 49          |
| Definitions   | 49          |
| <b>OPEN SPACE, CONSERVATION, SCENIC CORRIDORS ELEMENTS</b>      | 53          |
| Introduction  | 53          |
| Definition of Open Space  | 53          |
| Open Space for the Preservation of Natural Resources            | 55          |
| Vegetative Resources  | 55          |
| Plant Communities   | 55          |
| Other Vegetative Resources                                      | 56          |
| Wildlife Habitat  | 56          |
| Mammals   | 56          |
| Birds   | 57          |
| Reptiles and Amphibians   | 57          |
| Rare and Endangered Species                                     | 57          |
| Soils   | 58          |
| Water Resources   | 58          |
| Well System   | 59          |
| San Francisco Water   | 59          |
| Water Quality   | 59          |
| Air Quality   | 60          |
| Regulation of Air Quality                                       | 60          |
| The Potential Air Quality Environment                           | 61          |
| Air Quality Impact Mitigation                                   | 61          |
| Energy Conservation   | 63          |
| Open Space for Managed Production of Resources                  | 64          |
| Open Space for Outdoor Recreation, Parks and General Open Space | 64          |
| Park Standards  | 64          |
| Analysis of Recreational Opportunities by Planning Area         | 67          |



# Table of Contents (cont.)

|   | <u>Page</u> |
|---|-------------|
| Pacific Heights-Portola Highlands-Western Sphere of Influence | 67          |
| Rollingwood-Monte Verde                                       | 67          |
| Crestmoor   | 67          |
| Huntington Park-Parkview                                      | 68          |
| Mills Park  | 68          |
| Bayhill-Lincoln Navy Center-Tanforan                          | 68          |
| San Bruno Park and Belle Air                                  | 68          |
| Lomita Park-Eastern Sphere of Influence                       | 69          |
| Programs and Responsibilities                                 | 69          |
| Historical and Cultural Areas                                 | 70          |
| Historical Areas  | 70          |
| Cultural Areas  | 70          |
| Scenic Corridors  | 71          |
| Scenic Corridor Concept                                       | 71          |
| Existing and Potential Scenic Corridors                       | 72          |
| Existing  | 72          |
| Interstate 280  | 72          |
| Skyline Scenic Recreation Route                               | 72          |
| Crystal Springs Road/Avenue                                   | 72          |
| Sneath Lane   | 72          |
| Potential   | 72          |
| Interstate 380  | 72          |
| Skyline Boulevard (Highway 35)                                | 72          |
| Other Street Beautification Projects                          | 73          |
| El Camino Real (Highway 82)                                   | 73          |
| San Mateo Avenue (Central Business District)                  | 73          |
| San Bruno Avenue  | 73          |
| Huntington Avenue/Railroad Tracks                             | 73          |
| Entrances to the City   | 73          |
| Bike Routes   | 74          |
| Open Space for Public Health, Safety and Welfare              | 74          |
| Goals, Policies, and Implementing Actions                     | 76          |
| Goals   | 76          |
| Policies and Implementing Actions                             | 77          |
| Open Space for the Preservation of Natural Resources          | 77          |
| Parks and Open Spaces for Outdoor Recreation                  | 79          |
| Historic and Cultural Areas                                   | 81          |
| Scenic Corridors  | 81          |
| Open Space for Public Health, Safety, and Welfare             | 82          |
| Appendix  | 84          |
| <b>HOUSING ELEMENT</b>  | <b>87</b>   |
| Introduction  | 87          |
| Background  | 87          |
| Citizen Participation   | 87          |
| Consistency With Other General Plan Elements                  | 87          |
| Evaluation of Community Housing Stock                         | 88          |
| Composition of Housing Stock                                  | 88          |



## Table of Contents (cont.)

|  | <u>Page</u> |
|--|-------------|
| Occupancy  | 88          |
| Tenure   | 89          |
| Age of Housing Stock                                     | 90          |
| Condition  | 91          |
| Overcrowding   | 93          |
| Vacancy Rate   | 93          |
| Affordability  | 94          |
| Housing Needs  | 97          |
| Population Characteristics                               | 98          |
| Projected Population and Household Size                  | 99          |
| 1980 Income Levels                                       | 100         |
| Growth in Employment Opportunities                       | 102         |
| Housing Tenure, Type and Affordability                   | 102         |
| Rental Stock   | 103         |
| Type   | 103         |
| Housing Need By Income Category                          | 104         |
| Special Needs  | 104         |
| Elderly  | 105         |
| Disabled   | 105         |
| Large Households   | 105         |
| Single-Headed Families                                   | 105         |
| Minorities   | 105         |
| Availability of Sites for Residential Development        | 107         |
| Unsuitable or Unavailable Sites                          | 107         |
| Potentially Available Sites                              | 108         |
| San Francisco Jail Site                                  | 108         |
| Skyline College Property                                 | 108         |
| Potentially Reusable Sites                               | 109         |
| Pacific Heights Shopping Center                          | 109         |
| Crestmoor High School                                    | 109         |
| Manufactured Housing                                     | 110         |
| Constraints  | 111         |
| Non-Governmental Constraints                             | 111         |
| Governmental Constraints                                 | 113         |
| Meeting Housing Needs                                    | 115         |
| Conserving and Improving Existing Affordable Housing     | 115         |
| Condominium Conversions                                  | 115         |
| Energy Conservation                                      | 115         |
| Tenant Protections                                       | 116         |
| Housing Assistance Plan/Active Programs                  | 116         |
| Residential Rehabilitation Services                      | 116         |
| Section 8 Rental Assistance                              | 117         |
| Reduced Mortgage Financing                               | 117         |
| Mortgage Revenue Bond                                    | 117         |
| Providing Affordable Housing                             | 118         |
| Density Bonus  | 118         |
| Clustered Development/Smaller Units with Fewer Amenities | 118         |
| Second Units   | 118         |



## Table of Contents (cont.)

|  | <u>Page</u> |
|--|-------------|
| Mixed Uses   | 119         |
| Land Banking   | 119         |
| Manufactured Housing   | 120         |
| Home Equity Conversion   | 120         |
| Anti-Discrimination Legislation  | 120         |
| Rental Housing Construction Program  | 120         |
| The Housing and Urban Recovery Act of 1983   | 120         |
| Goals, Policies, and Implementing Actions  | 121         |
| Goals  | 121         |
| Policies and Implementing Actions  | 122         |
| Conservation and Improvement of Existing Housing                                   | 122         |
| Balance of Housing Types and Availability  | 124         |
| Long Term Action Programs  | 128         |
| Potentially Available Sites  | 128         |
| Long Term Programs   | 131         |
| <b>CIRCULATION ELEMENT</b>   | <b>132</b>  |
| Introduction   | 132         |
| Circulation Background and Problems  | 132         |
| The Physical Context   | 132         |
| Travel Characteristics   | 133         |
| Characteristics of the Circulation System  | 135         |
| Arterial Network   | 135         |
| Freeway and Highways   | 135         |
| El Camino Real (State Route 82)  | 137         |
| Skyline Boulevard (State Route 35)   | 137         |
| Other Arterials  | 138         |
| San Bruno Avenue   | 138         |
| Sneath Lane  | 138         |
| Crystal Springs Road (between Cunningham Way and El Camino Real)                   | 139         |
| Jenevein Avenue (between San Mateo Avenue and Whitman Way)                         | 139         |
| College Drive (between Skyline Boulevard and the Main Entrance to Skyline College) | 139         |
| Sharp Park Road  | 139         |
| San Mateo Avenue   | 139         |
| Huntington Avenue  | 140         |
| Cherry Avenue  | 140         |
| Cunningham Way   | 140         |
| Collector Streets  | 141         |
| Hill Area Collector Streets  | 141         |
| Flatland Collector Streets   | 141         |
| Local Access Streets   | 142         |
| Parking  | 142         |
| Transit Service  | 143         |
| Bus Service  | 143         |
| Train Service  | 144         |
| BART (Bay Area Rapid Transit)  | 144         |

## Table of Contents (cont.)

|  | <u>Page</u> |
|--|-------------|
| Bicycle and Pedestrian Paths   | 145         |
| Goals, Policies, and Implementing Action                                   | 146         |
| Goals  | 146         |
| Policies and Implementing Actions  | 147         |
| <br><b>LAND USE ELEMENT</b>  | <br>152     |
| Introduction   | 152         |
| Land Use Classifications   | 154         |
| Residential  | 154         |
| Commercial   | 154         |
| Industrial   | 155         |
| Park/Open Space  | 155         |
| Public and Quasi-Public  | 158         |
| Planning Area Descriptions   | 159         |
| Planning Area 1  | 159         |
| Pacific Heights, Portola Highlands, and the Western Sphere<br>of Influence | 161         |
| Planning Area 2  | 161         |
| Rollingwood-Monte Verde  | 162         |
| Planning Area 3  | 162         |
| Crestmoor  | 164         |
| Planning Area 4  | 164         |
| Huntington Park-Parkview   | 166         |
| Planning Area 5  | 166         |
| Mills Park   | 167         |
| Planning Area 6  | 167         |
| Bayhill-Navy Lincoln Center-Tanforan-San Bruno Park-Lomita<br>Park         | 171         |
| Planning Area 7  | 171         |
| Belle Air-Eastern Sphere of Influence                                      | 173         |
| Goals, Policies, and Implementing Actions                                  | 173         |
| Goals  | 174         |
| Policies and Implementing Actions-Community Development                    | 177         |
| Policies and Implementing Actions-Residential                              | 178         |
| Policies and Implementing Actions-Commercial                               | 180         |
| Policies and Implementing Actions-Central Business District                | 182         |
| Policies and Implementing Actions-Industrial                               | 184         |
| Relationship of Plan With Other Agencies                                   | 184         |
| San Mateo County   | 184         |
| City of Millbrae   | 185         |
| City of Pacifica   | 185         |
| City of South San Francisco  | 186         |
| San Francisco International Airport  | 187         |
| Local Agency Formation Commission (LAFCo)                                  | 188         |
| Association of Bay Area Governments (ABAG)                                 | 188         |
| Bay Area Air Quality Management District (BAAQMD)                          | 188         |
| State/Regional Water Quality Control Board                                 | 188         |
| Metropolitan Transit Commission (MTC)                                      | 188         |



## Table of Contents (cont.)

|  | <u>Page</u>    |
|--|----------------|
| State Resource Agency  | 189            |
| The California Department of Transportation (CalTrans)   | 189            |
| The State Office of Planning and Research (OPR)  | 189            |
| State Department of Housing and Community Development (HCD)  | 189            |
| <br><b>ENVIRONMENTAL IMPACT REPORT</b>   | <br><b>190</b> |
| Introduction   | 190            |
| Background and Scope EIR   | 190            |
| Project Description  | 190            |
| Description of Environmental Setting   | 191            |
| Environmental Impacts  | 191            |
| Development of Vacant Lands  | 191            |
| Re-Use of Developed Sites  | 191            |
| Improvements and Changes to Existing Developed Areas   | 192            |
| Community Facilities   | 192            |
| Circulation  | 192            |
| Economic Viability   | 192            |
| Growth   | 193            |
| Safety   | 193            |
| Unavoidable Effects of The General Plan  | 193            |
| Mitigation Measures Proposed to Minimized the Significant Effects  | 194            |
| Alternatives to the Proposed Actions   | 194            |
| The Relationship Between Short Term Uses of Man's Environment<br>and the Maintenance and Enhancement of Long Term Productivity | 194            |
| Any Irreversible Environmental Changes Which Would be Involved<br>If the Proposed Action Should be Implemented                 | 194            |
| Growth-Inducing Impacts of the Proposed Action   | 195            |
| <br><b>ORGANIZATIONS AND INDIVIDUALS CONTACTED</b>   | <br><b>197</b> |
| Organizations  | 197            |
| Persons Interviewed  | 198            |
| Acknowledgements   | 200            |

132



# Figures

|   | <u>Page</u> |
|---|-------------|
| <b>INTRODUCTION</b>   |             |
| Acreage of Existing Land Uses   | 10          |
| Waste Water System and Treatment  | 17          |
| Schools   | 21          |
| <b>NOISE ELEMENT</b>  |             |
| Railroad Noise  | 41          |
| Land Use Compatibility Standards  | 44          |
| Allowable Maximum Interior Noise Level  | 45          |
| Acoustical Scale  | 51          |
| Range of Typical Outdoor Noise Environments   | 52          |
| <b>HOUSING ELEMENT</b>  |             |
| Composition of Housing Stock 1970-83  | 88          |
| Occupancy of Housing Stock 1978-83  | 89          |
| Tenure  | 90          |
| Age of Housing Stock  | 90          |
| Vacancy Rates 1980  | 94          |
| Contract Rents 1980   | 95          |
| Population by Age (1970-1980)   | 98          |
| Total Population and Household Size (1980-2000)   | 99          |
| Household and Family Income in 1979   | 100         |
| Household Income by Income Levels, 1980   | 101         |
| Projected Housing Need by Income Category   | 104         |
| Summary of Housing Needs  | 106         |
| Potential Sites for Residential Use/Affordability Housing                                 | 110         |
| San Mateo County Median Household Income  | 117         |
| <b>LAND USE ELEMENT</b>   |             |
| Population Densities and Building Intensities Under General<br>Plan Land Use Designations | 152         |





# Maps

|   | <u>Page</u> |
|---|-------------|
| Regional Location Map                           | 8           |
| Existing Land Use Map                           | 9           |
| Annexation Map                                  | 12          |
| Water Service Map                               | 14          |
| Sewer Collection System Map                     | 15          |
| Geotechnical & Flood Hazards                    | 25          |
| Noise Contours Map                              | 42          |
| Parks, Recreational Facilities & Open Space Map | 66          |
| Census Tract Map                                | 92          |
| Circulation System Map                          | 134         |
| General Plan Map                                | 156         |
| Planning Area Index                             | 157         |





# Introduction

The General Plan expresses in text and maps how the community intends to develop. The land use designations, policies and implementing actions expressed in the General Plan will guide City officials in making decisions on City expenditures for public facilities, in regulating development proposals, and in maintaining and enhancing the City's social, environmental and economic environment.

By law (State Government Code Section 65300), every City and County must prepare and adopt "a comprehensive, long-term general plan for the physical development" of the community. The General Plan is comprehensive in that it addresses all aspects of the community's environment. Nine General Plan elements are mandatory under State law: Land Use, Circulation, Housing, Conservation, Open Space, Seismic Safety, Safety, Noise and Scenic Highways. Other elements may be included as appropriate.

The General Plan is long-term in that it projects population changes and responds to anticipated community needs for approximately twenty years. It is important to view the General Plan as a process for responding to anticipated and unanticipated events in a manner that reflects the citizens' desires for a productive, balanced community. The plan must be flexible enough to allow adjustments for changes in technology, conditions and attitudes. To be useful, the plan should be reviewed at least every three to five years and revised when necessary to be kept current.

The General Plan expresses the objectives, principles and standards for the City's development and regulates the use of land. Development proposals must be consistent with the General Plan. More detailed regulation occurs through zoning, subdivision, grading and other ordinances, and through the City's operating and capital budget.

The plan's level of detail may vary according to the certainty of land use decisions. In built-up areas where infill is anticipated, it is possible to be fairly specific about proposed uses. In open areas where larger, planned developments may occur, it is desirable to be more general in recommendations to encourage appropriate site design and to avoid numerous general plan amendments.

The California Environmental Quality Act (CEQA) requires the identification and mitigation of environmental impacts resulting from the General Plan update. CEQA requirements have been satisfied by incorporating the environmental impact analysis into the plan text. A summary Environmental Impact Report keys required CEQA findings to specific sections of the plan.

## General Plan Elements

State planning law (Government Code Section 65302) defines the purpose of each General Plan Element. All elements must work together and be consistent in policies and objectives. The required contents of the nine mandatory elements are:

Land Use Element designates the general distribution, location and extent of land uses, including housing, business, industry, open space, agriculture, natural resources, recreation, scenic areas, public grounds, waste disposal facilities and other uses. It also includes standards of population density and building intensity for the area covered by the plan. It identifies areas subject to flooding. (Government Code Section 65302(a)).

Circulation Element consists of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals and other local public facilities and utilities. (Government Code Section 64302 (b)).

Housing Element consists of an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled programs for the preservation, improvement, and development of housing. The Housing Element shall identify adequate sites for housing, including rental housing, factory built housing, and mobile homes, and shall make adequate provision for existing and projected needs of all economic segments of the community. (Government Code Section 65583).

Conservation Element addresses the conservation, development and utilization of natural resources including water, forests, soils, rivers and other waters, fisheries, wildlife, minerals and other natural resources. Other local agencies responsible for water development, serving and planning should be involved in the Conservation Element preparation. (Government Code Section 65302 (d)).

Open Space Element plans for the comprehensive and long range preservation and conservation of open space lands. Open space lands include unimproved land or water which is for the preservation of natural resources, for the managed production of resources, for outdoor recreation, or for public health and safety. (Article 10.5, Government Code Section 65560, 65563).

Seismic Safety Element is to identify and appraise geologic and seismic hazards, including landslides, slope stability, faulting, groundshaking and failure, etc. (Government Code Section 65302 (f)).

Safety Element recommends measures to protect the community from fires and geologic hazards, including evacuation routes, water supply requirements, minimum road widths, and clearances around structures. (Government Code Section 65302 (i)).

Noise Element quantifies the community noise environment for near and long term growth and traffic activities, and guides the land use element in achieving noise compatible land uses. State noise guidelines are followed in identifying noise sources and plotting noise levels. (Government Code Section 65302 (g)).

Scenic Highways Element plans for the development, establishment, and protection of scenic highways, pursuant to the Streets and Highways Code. (Government Code Section 65302 (h)).

The 1984 San Bruno General Plan will, for the first time, combine all of the nine State mandated elements into one document. Each element will constitute



a separate chapter of the document. The following elements have been consolidated in the General Plan: Seismic Safety and Safety; and Conservation, Open Space and Scenic Corridors. (The Scenic Highways Element has been titled Scenic Corridors because it focuses primarily on local scenic roads in San Bruno.)

## Objectives

The objectives of the General Plan update are fourfold:

1. To reflect changes in State or Federal laws:

State guidelines regarding noise and housing have been revised since adoption of the City's 1974 General Plan. The 1984 General Plan update conforms to these laws, as well as other new or amended legislation.

2. To verify attitudes and conditions, and to adjust the General Plan policies to reflect these:

Current attitudes about the City's development are reflected in recent voter initiatives, in citizens' reactions to proposed development projects, and in interviews and a public workshop conducted as part of the General Plan update. As well, local and regional conditions have changed since 1974. These changes include population characteristics, economic trends, public service capabilities, environmental conditions, and regional housing needs. These changes are reflected in the revised General Plan.

3. To consider appropriate uses of lands not addressed in the previous General Plan:

The revised General Plan gives more specific direction to the use of vacant lands within the City and its Sphere of Influence. Since preparation of the City's previous General Plan, several developed sites have become available for reuse. These sites, such as closed school sites or shopping centers and older areas destined for change, are evaluated in light of current attitudes and conditions.

4. To consolidate the General Plan elements into one usable and internally consistent document:

The previous General Plan elements were adopted at different times, thus were physically separate documents. The independent elements were, at times, difficult to use and contradictory. The revised plan consolidates the elements and remedies inconsistencies to create a more convenient reference document for the community.

## Planning Process

The General Plan update began in late 1982 with a review of local and regional plans and data. This produced the factual constraints and policy framework from which to start. Next, City staff and the planning consultants interviewed City officials, department heads, and interested citizens, including some randomly selected residents, to discuss planning concerns.

This process helped identify major issues and gave policy direction reflecting current attitudes. A public workshop enabled further discussion of planning issues and alternative solutions. The workshop conclusions were published for public review and discussed at a Planning Commission/City Council study session. A series of study sessions was held with the Planning Commission on each element. Copies of the draft General Plan were circulated for review prior to public hearings. Responses were made to all comments received on the draft plan.

## Planning Area

The General Plan Planning Area takes in all of the City's incorporated lands plus significant land areas outside City limits that are considered within San Bruno's area of interest. These are the San Francisco City and County jail site and old Coast Guard site located west of Portola Highlands and south of Skyline College, and airport lands and freeway interchange lands located between San Bruno's eastern City limits and the Bayshore Freeway. The jail site and airport lands are within the City of San Bruno's Sphere of Influence (the interchange lands are not) as designated by the Local Area Formation Commission (LAFCo). The Coast Guard property is not within the Sphere of Influence; however its use would affect and be affected by land uses within the City's Sphere.

# Major Issues

Most of the land in the City of San Bruno is developed in urban uses. With land use patterns well established, General Plan concerns focus on the preservation of community character, upgrading the older deteriorating areas, strengthening the City's economic base, use of undeveloped and reusable lands, and providing for the community's housing, social, and safety needs. These issues are discussed below:

## 1. Preservation of San Bruno's suburban community character:

San Bruno is a well-established residential community of predominantly single-family homes. Small multiple unit residences are scattered about the City's eastern parts; larger complexes have been built in the hillside areas. The overall quality of housing reflects the residents' responsible attitudes and pride in their City. Maintaining the community's image and quality of life for its residents are primary goals of the General Plan.

Maintaining an adequate level of services and traffic flow are also of concern to residents of San Bruno. Current services (water, sewer and storm drainage) and traffic levels approach unacceptable levels in some areas. Parking is also a problem, particularly on narrow residential streets and along lower San Bruno and San Mateo Avenues. The General Plan goal is to assure that new development does not overburden the City's systems, and that the City plan for needed improvements.

## 2. Upgrading of the older, deteriorating areas

The quality of housing in San Bruno's older residential neighborhoods has improved markedly in recent years, although some areas still need significant improvements. The high price of buying new houses throughout the Bay Area serves as a stimulus to rehabilitate many of these older homes rather than to demolish them.

Structures need upgrading to meet safety standards and to improve the area's appearance. In addition, some neighborhoods suffer from incompatible uses. Some of the commercial development along San Mateo Avenue has deteriorated in appearance, is unstable economically, and lacks adequate parking. The General Plan policies provide guidance to parking, circulation, drainage, and water and sewer system problems.

## 3. Strengthening the City's economic base:

With continuing reductions in State and Federal funding for local governments, it is critical that new development help support City functions. Traffic circulation and service improvements, maintenance, and community programs are costly. One way to help balance the City's budget is to restructure the service fee system. Another is to favor development that generates significant tax revenue and provides local job opportunities. Some flexibility in land use regulations and development standards is necessary to enhance the economic feasibility of desired uses.



4. Use of undeveloped and resuable lands:

The use of San Bruno's remaining developable parcels must reflect the City's anticipated needs as well as regional trends. There is a high regional demand for housing yet limited opportunities in San Bruno. Office, commercial and industrial development provide needed revenues but are subject to market demand for their services. Design considerations are important to the City's image as well as the protection of natural resources. Consideration must also be given to the community's social needs, traffic and service capacities, and neighborhood concerns. The City could avoid potential long term problems by assuring that the cumulative effects of development are addressed.

5. Providing for the community's housing, social, and safety needs:

San Bruno residents are experiencing a shortage of affordable housing. The conversion of rental units to condominiums has reduced the number of apartments, and few new rentals are being built. Market conditions are driving up the cost of single-family homes. Single-family homes that today house elderly people will be unaffordable to the middle and lower income young and old in the future. Solutions are needed that will maintain neighborhood integrity without contributing to overcrowding. San Bruno residents have also expressed interest in having a senior or community center and additional adult recreation programs.

Environmental constraints, including seismic and geologic hazards, airport and freeway noise, and flood problems, must be addressed to prevent safety hazards. The natural open space areas within and adjacent to the city serve as open space as well as recreational, educational, and urban buffer areas. New and renewed development must respect these resources to assure the health and safety of San Bruno and its environs.

# Setting and Planning Factors

## Regional Setting

The City of San Bruno is located in the northern San Francisco peninsula, 12 miles south of San Francisco and immediately west of the San Francisco Airport and bay flatlands. San Bruno occupies 5.87 square miles of northern San Mateo County, and is part of the nine county area known as the San Francisco Bay Region. Neighboring jurisdictions include the City of South San Francisco to the north, the City of Millbrae to the south, the City of Pacifica and San Francisco watershed lands to the west, and San Francisco International Airport to the east. Principal regional transportation facilities serving San Bruno are U.S. Highway 101 (the Bayshore Freeway), Interstate Highway 280 (Junipero Serra Freeway), Interstate 380, State Highways 35 (Skyline Boulevard), and 82 (El Camino Real), the Southern Pacific Railroad, SamTrans, and the San Francisco International Airport.

## Community Description

San Bruno is characterized as a suburban residential community. Residential neighborhoods in the eastern half of the City are fully developed primarily with small, well kept single-family homes on 25 to 50 foot wide lots. Multiple family structures, generally of 2 to 12 units, are scattered about the neighborhoods. Newer residential subdivisions cover the hillsides west of I-280 with some multi-family complexes. Skyline College occupies the hilltop overlooking Pacifica and the Pacific Ocean.

Commercial development is concentrated along El Camino Real, San Bruno Avenue, San Mateo Avenue and in the Tanforan Shopping Center. The Bayhill office complex is a fairly new major employment center. The northeastern part of the City contains mixed industrial uses, mainly small manufacturing outlets and auto-related uses. Crestmoor Canyon, Junipero Serra County Park and City Park are the principal open space areas.

## Population and Housing Characteristics

San Bruno's 1983 resident population is 34,754. Most of the population is white (84%) and married (56%). There is a growing senior citizen population and a decreasing household size. The average number of persons per unit declined from 3.2 persons per household in 1970 to 2.6 in 1980. This trend is expected to continue.

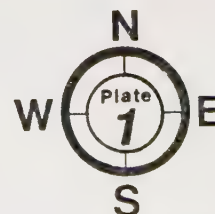
Approximately 64% of San Bruno's 14,658 dwelling units are single-family dwellings; most of these (82%) are owner occupied. Multi-family dwellings are primarily occupied by renters (92%). Approximately 28% of the City's housing stock is over 30 years old and 18% is ten years old or less. Most of San Bruno's housing is in sound condition, although some of the older units need some rehabilitation to meet building standards. The older residential areas have been markedly improved over the last few years as a result of private investment and property management.





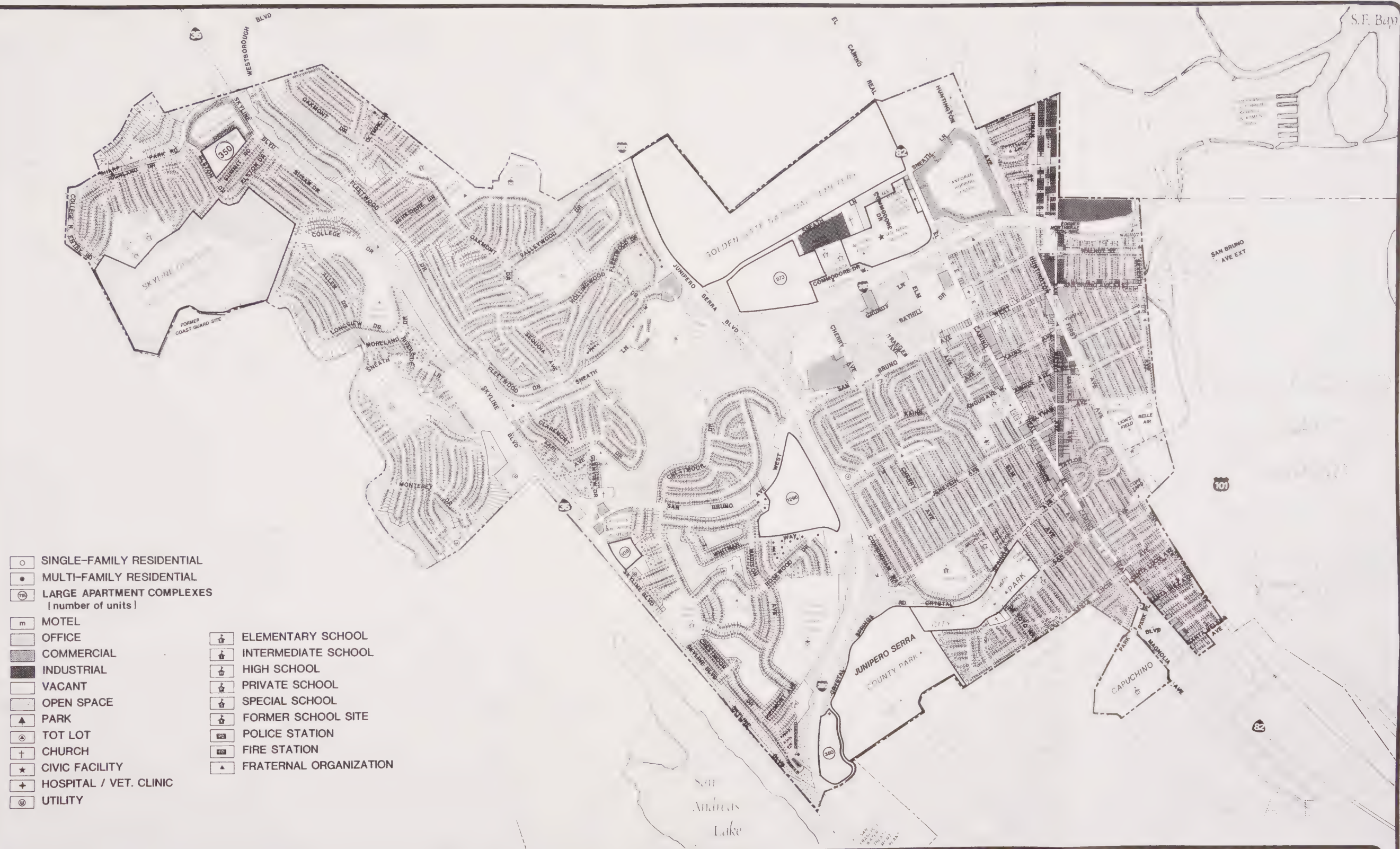


Regional Location Map  
City of San Bruno, California







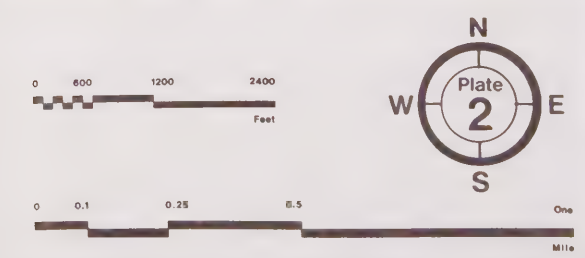


- |  |                        |
|--|------------------------|
| SINGLE-FAMILY RESIDENTIAL                      | ELEMENTARY SCHOOL      |
| MULTI-FAMILY RESIDENTIAL                       | INTERMEDIATE SCHOOL    |
| LARGE APARTMENT COMPLEXES<br>[number of units] | HIGH SCHOOL            |
| MOTEL  | PRIVATE SCHOOL         |
| OFFICE   | SPECIAL SCHOOL         |
| COMMERCIAL                                     | FORMER SCHOOL SITE     |
| INDUSTRIAL                                     | POLICE STATION         |
| VACANT   | FIRE STATION           |
| OPEN SPACE                                     | FRATERNAL ORGANIZATION |
| PARK   |                        |
| TOT LOT  |                        |
| CHURCH   |                        |
| CIVIC FACILITY                                 |                        |
| HOSPITAL / VET. CLINIC                         |                        |
| UTILITY  |                        |

# Existing Land Use Map

## City of San Bruno, California

- |                    |
|--------------------|
| CITY BOUNDARY      |
| SPRR CO            |
| PRIVATE ROAD       |
| FIRE ROAD          |
| WATER TANK         |
| WATER PUMP STATION |
| SEWER LIFT STATION |







ACREAGE OF EXISTING LAND USES

|  | <u>Total Acres</u> | <u>% of City</u> |
|--|--------------------|------------------|
| <u>Residential</u>                         | 1,555              | 44%              |
| Single family residential = 1376           |                    |                  |
| Multiple family residential = 78           |                    |                  |
| Large Apartments = 102.3                   |                    |                  |
| <u>Commercial</u>                          | 213                | 6%               |
| General Commercial = 156.5                 |                    |                  |
| Office = 54.7                              |                    |                  |
| Motel = 2.7                                |                    |                  |
| <u>Industrial</u> = 42                     | 42                 | 1%               |
| <u>Open Space</u>                          | 637                | 18%              |
| General Open Space = 456                   |                    |                  |
| Parks and Tot Lots = 181.6                 |                    |                  |
| <u>Vacant</u> = 150                        | 150                | 4%               |
| <u>Schools</u>                             | 284                | 8%               |
| Public and Private Schools = 138.3         |                    |                  |
| Former School Sites = 71.2                 |                    |                  |
| Skyline College = 75                       |                    |                  |
| <u>Community Facilities</u>                | 249                | 7%               |
| Churches (excluding church-schools) = 11.8 |                    |                  |
| Police Station = .5                        |                    |                  |
| Fire Station = 1                           |                    |                  |
| Fraternal Organizations = 2                |                    |                  |
| Utility = 13                               |                    |                  |
| Civic Facility = 46                        |                    |                  |
| Hospital - Vet = 2.7                       |                    |                  |
| Cemetery = 172                             |                    |                  |
| <u>Other</u>                               | 623                | 12%              |
| Streets, Highways, etc. = 623              |                    |                  |
| <u>Total</u>                               | 3,756              |                  |
| <u>Unincorporated Lands</u>                | 364                | -                |
| Jail site/Coast Guard = 246                |                    |                  |
| Airport Lands = 118                        |                    |                  |

## Historic Development

The lands now occupied by San Bruno were originally inhabited by the Urban and Costanoan Indian tribes. The Spanish, and later, the Mexicans displaced them. Early settlers farmed and raised dairy cattle until land speculators subdivided the land and set the street and lot patterns that persist today. The first areas to be settled were the eastern lowlands.

Immediately following the 1906 San Francisco earthquake and fire, a wave of displaced persons moved to the suburbs, many to San Bruno. The railroad stimulated the town's growth along the San Bruno toll road, paralleling the railroad. Soon the community stretched from Uncle Tom's Cabin, (a roadhouse now occupied by Grace Honda) on the south to the Tanforan Race Track (now the shopping center) on the north.

On December 23, 1914 the City of San Bruno incorporated, with a population of 1,400 and 23 miles of unpaved streets. The original City limits covered most of present San Bruno east of Cedar Avenue. San Bruno remained a quiet, suburban community until the outbreak of World War II. As war-related industries arose in neighboring South San Francisco, the demand for nearby housing grew. The populations of both cities increased dramatically during this period, followed by San Bruno's greatest population growth, a 130% increase, during the 1950's. The post-war population expanded, as did the housing tracts westward into the hills. In the 1960's, both housing development and population growth slowed to approximately 25%. The 1970's saw the development of large multi-family housing complexes such as Shelter Creek, Peninsula Place, and Crystal Springs Terrace.

## Environmental Setting

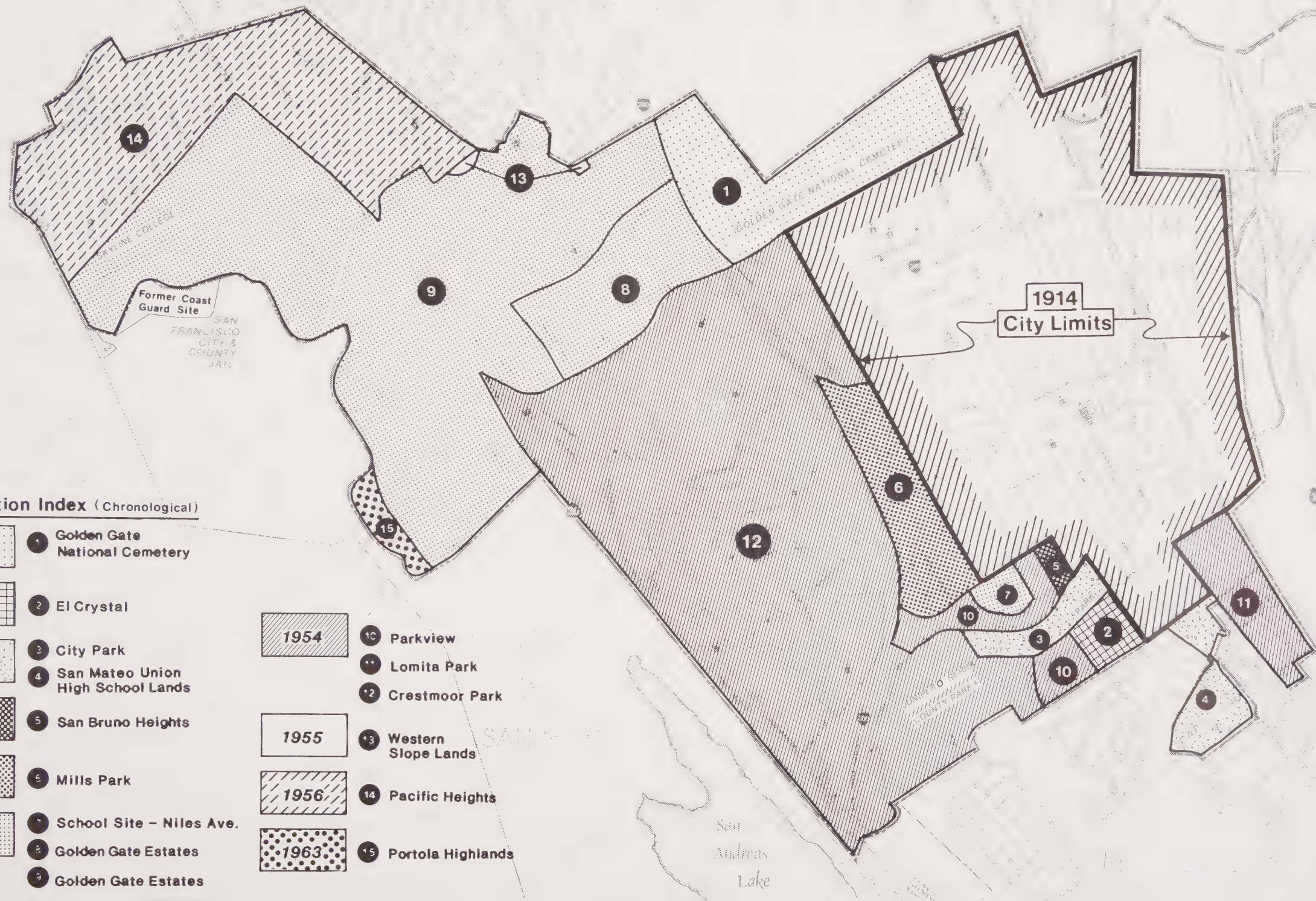
### Topography and Climate

San Bruno's topography ranges from the flatlands of San Francisco Bay (roughly seven feet above sea level) to the top of the coastal range at 800 feet elevation. Three parallel watersheds (Crystal Springs, Huntington Creek, and San Bruno Creek) form the rolling hills and valleys of Mills Park, Huntington Park, and the Bayhill area. The San Francisco Watershed drains the upper hills into Crystal Springs Reservoir.

San Bruno's climate is affected by both coastal and bayside weather influences. The coastal mountains partially protect San Bruno from coastal weather although the City's hilly neighborhoods experience seasonal fog and wind. The lower elevations generally have milder conditions with some maritime influences from the Bay. A temperature inversion, where warm dry air overrides cool marine air and traps air pollutants close to the ground, often occurs during late summer and fall.

San Bruno averages 290 sunny days a year. Temperatures range from 50 to 80 degrees F. in the summer and 36 to 65 degrees F. in the winter. The average precipitation rate is 19.53 inches a year.





**Annexation Index (Chronological)**

|      |                                     |      |                        |
|------|-------------------------------------|------|------------------------|
| 1940 | 1 Golden Gate National Cemetery     | 1954 | 10 Parkview            |
| 1945 | 2 El Crystal                        | 1955 | 11 Lomita Park         |
| 1946 | 3 City Park                         | 1956 | 12 Crestmoor Park      |
|      | 4 San Mateo Union High School Lands |      | 13 Western Slope Lands |
| 1949 | 5 San Bruno Heights                 |      | 14 Pacific Heights     |
| 1950 | 6 Mills Park                        | 1963 | 15 Portola Highlands   |
| 1953 | 7 School Site - Niles Ave.          |      |                        |
|      | 8 Golden Gate Estates               |      |                        |
|      | 9 Golden Gate Estates               |      |                        |

# Annexation Map

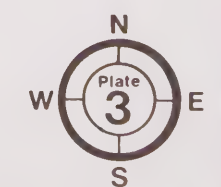
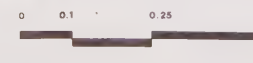
## City of San Bruno, California

**MAP SYMBOLS**

|                   |                        |             |
|-------------------|------------------------|-------------|
| --- CITY BOUNDARY | ⚙️ ELEMENTARY SCHOOL   | ★ HOME      |
| --- SPRING        | ⚙️ INTERMEDIATE SCHOOL | ▲ PARK      |
| --- PRIVATE ROAD  | ⚙️ HIGH SCHOOL         | • TELEPHONE |
| --- FIRE ROAD     | ⚙️ PRIVATE SCHOOL      |             |
| ⊙ WATER TANK      | ⚙️ OPEN AREA           |             |
| ⊙ AIRPORT         | ⚙️ PUBLIC SCHOOL SITE  |             |
| • FLOOD ZONE      | ⚙️ POLICE STATION      |             |
|                   | ⚙️ FIRE STATION        |             |



Ironsides & Associates  
Planning Consultants







## **Natural Resources**

Crestmoor Canyon and the airport lands are significant natural resource areas. Crestmoor Canyon is large enough to support a large variety of birds, mammals, and reptiles as well as the natural vegetation. The San Francisco garter snake, listed as an endangered species by the State of California Fish and Game, lives on parts of the airport lands and along the San Andreas Fault at the western edge of the City. Studies are underway to identify the snake's habitat needs.

## **Air Quality**

San Bruno is part of the San Francisco Bay Area air quality basin, a State designated air pollution basin. Like much of the basin, San Bruno's major source of air pollution is the automobile. The City's land use and circulation decisions address the cumulative impacts of future development and traffic on air quality, relative to the Bay Area's Air Quality Maintenance Plan standards.

## **Environmental Constraints**

### **Areas Subject to Flooding**

Flooding occurs in San Bruno's low lying areas: along the San Mateo Avenue central business district, Kains Avenue east of Green street, throughout much of northern and southern Belle Air east of San Mateo Avenue, near City Park south of Crystal Springs Road, and immediately north of Capuchino High School<sup>1</sup>. Flooding occurs in these areas because of inadequate storm drains and the low elevation which subject them to tidal influence.

### **Geotechnical and Safety Hazards**

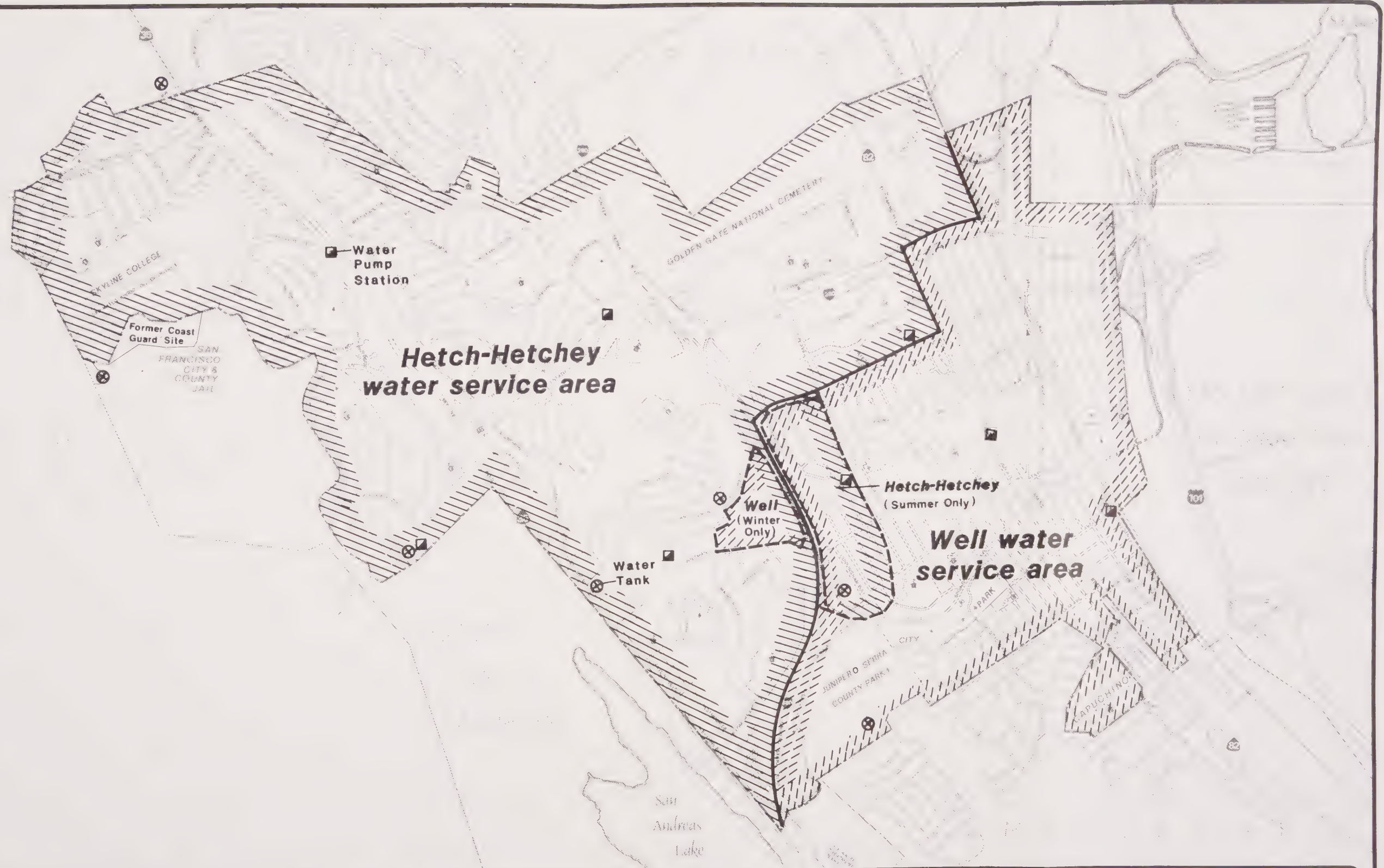
In San Bruno, potential geologic hazards include strong ground shaking, surface rupture along the San Andreas Fault, subsidence, and liquefaction. Areas of known geologic hazards are mapped, showing generalized locations and boundaries of hazard zones.

---

1. Seismic and Safety Elements of the General Plan, San Mateo County Planning Department, December 1976, and City of San Bruno Public Works Dept.







# Water Service Map

## City of San Bruno, California

### MAP SYMBOLS

- CITY BOUNDARY
- SPRING CO.
- PRIVATE ROAD
- FIRE ROAD
- ⊗ WATER TANK
- WATER PUMP STATION
- SEWER LIFT STATION

- ⬆ ELEMENTARY SCHOOL
- ⬆ INTERMEDIATE SCHOOL
- ⬆ HIGH SCHOOL
- ⬆ PRIVATE SCHOOL
- ⬆ SPECIAL SCHOOL
- ⬆ FORMER SCHOOL SITE
- ⬆ POLICE STATION
- ⬆ FIRE STATION

- ★ COUNCIL CITY
- ▲ PARK
- ▲ TOLL GATE

0 600 1200 2400  
Feet

Ironsides & Associates  
Planning Consultants

0 0.1 0.25 0.5  
Mile









# Sewer Collection System Map City of San Bruno, California

## MAP SYMBOLS

- CITY BOUNDARY
- SPRR CO
- PRIVATE ROAD
- FIRE ROAD
- WATER TANK
- WATER PUMP STATION
- SEWER LIFT STATION

- ELEMENTARY SCHOOL
- INTERMEDIATE SCHOOL
- HIGH SCHOOL
- PRIVATE SCHOOL
- SPECIAL SCHOOL
- FORMER SCHOOL SITE
- POLICE STATION
- FIRE STATION

- CLUB FACILITY
- PARK
- TOT LOT

0 600 1200 2400  
Feet

0 0.1 0.25 0.5  
Mile



Ironside & Associates  
Planning Consultants



# Availability of Services

## Water

San Bruno's water supply is derived from two sources: City owned and operated wells, and San Francisco water from Hetch Hetchy in Yosemite National Park. San Francisco water, available by contract with the City and County of San Francisco Water Department, supplies approximately 60% of the City's need. Well water supplies the other 40%. The well system serves parts of the City generally east of Interstate 280 (except for Bayhill, Lincoln Properties, and Tanforan) while Hetch Hetchy serves the western areas. During summer months when demand increases, some mid-City areas switch from well water to San Francisco water. The City of Millbrae provides water to Capuchino High School.

Average water use per year in San Bruno is approximately 1,575 million gallons, or 4.4 million gallons per day (mgd). Per capita water use averages 100 gallons per day (gpd), ranging from 75 gpd in the wet periods to 125 gpd during the dry periods. Of the total 11,590 water connections, 6,133 (53%) are served by the well system and 5,457 (47%) are served by the Hetch Hetchy system.

Since San Bruno is virtually fully developed, it is unlikely that there will be any significant increase in water consumption or service connections in the future.

Many of the water pipelines in the older parts of San Bruno (generally east of El Camino Real) are worn and should be replaced. These pipelines, some as old as 60 years, are made of cast iron that has deteriorated over the years. They average 125 leaks per year.<sup>1</sup> Furthermore, water flow in these areas does not meet fire safety standards.

Water lines in the Rollingwood subdivision are also in disrepair. Poor quality materials, particularly "saddles" (the device connecting residence lines to the main) have deteriorated.

## Wastewater System and Treatment

The City provides sewer services throughout its jurisdiction, except for Capuchino High School which is sewerred through a Millbrae connection. Sewage is collected in gravity flow lines, supplemented by six lift stations and connected force mains, and is carried to the South San Francisco-San Bruno wastewater treatment plant, approximately one mile north of the San Francisco airport.

---

1. San Bruno Public Works Department



Many of the City's sewer lines on the east side are old and need upgrading or replacement. In some areas, sewage escapes the sewer lines and enters the storm drainage system. The Seventh Avenue main is scheduled for relining or replacement in 1984. Several lift stations need upgrading as well. The Pacific Heights station will be replaced in 1984. The Rollingwood station is obsolete; diversion of sewage from the Rollingwood area to the Golden Gate Cemetery gravity line would eliminate the need for a pump station.

The wastewater treatment plant provides primary and secondary treatment for the two cities. The plant is an enlargement and modification of a primary treatment plant built in the early 1950's. It uses an activated sludge process for secondary sewage treatment. The current plant design capacity is 13 million gallons per day (mgd) dry weather flow. Maximum wet weather flow capacity is 16 mgd. Current average daily flow is 8 mgd of which San Bruno contributes approximately 3.18 mgd or approximately 90 gallons per day per capita.

The existing treatment plant capacity is sufficient to handle projected sewage flows for San Bruno at least through the year 2000, given the projected population. Using ABAG's preliminary projected population figures, anticipated sewage volumes for San Bruno are as follows:

1980: San Bruno - 3.18 mgd (35,417 population)

1985: San Bruno - 3.18 mgd (35,900 population)

1990: San Bruno - 3.13 mgd (34,800 population)

2000: San Bruno - 2.94 mgd (32,700 population)

## Storm Drainage System

San Bruno's storm drainage system serves the entire City, collecting and channeling all runoff into the Crystal Springs and north channels which carry it to the Bay. The system was originally constructed to follow natural creek beds east of Interstate 280, and was later expanded to the west as the City grew. A Joint City-County Flood Control Project was completed in 1969 upgrading the drainage system to its present 25-year storm capacity.

The City's storm drainage system does not operate effectively at times of high tide combined with heavy rain. If, during a tide of 4.5 feet or greater rainfall occurs at a rate of at least 1" per hour for one hour preceding the high tide, flooding occurs in Belle Air, Fifth Addition and along San Mateo Avenue central business district. Channels and pipelines are not large enough in these lower elevation areas to accommodate the volume of water during high tides.

Silt and debris in the storm system sometimes cause water to back up and flood surrounding areas. Leaves, branches, household trash, etc. must be removed

regularly. The City cleans the storm drains and provides extra street sweeping each autumn. These efforts, combined with a warning system to flood-prone areas during high tides and heavy rainfall usually prevent flooding problems. San Mateo County is responsible for maintaining Crystal Springs channel clear of blockage.

## **Solid Waste Management**

San Bruno's solid waste is processed at a transfer station on Tanforan Avenue and from there is transported to a sanitary land fill site at Ox Mountain on Highway 92. The San Bruno Garbage Company collects garbage under franchise with the City.

Ox Mountain has capacity to accept San Mateo County's processed garbage until approximately 1989. At that time, another site will be needed. San Mateo County is undertaking a study of Apanolio Canyon, adjoining the Ox Mountain site, as a possible landfill site. San Bruno will use whichever site the County selects.

The City of San Bruno has adopted the 1977 Solid Waste Management Plan for San Mateo County and cooperates in the programs established in the plan. The County is currently revising the plan. San Bruno is participating in the plan revision through the Regional Planning Committee and must ratify the Plan when completed. The plan will assure adequate waste disposal for a San Bruno population of 32,700 persons <sup>1</sup> by the year 2000. In accordance with the plan, the City must designate a waste transfer station on the General Plan map and assure its continued use. The existing waste transfer station at Montgomery and Tanforan Avenues is designated in the City's plan.

## **Circulation**

San Bruno's circulation system is a network of arterials, collectors and local access streets, connecting to three major freeways. Traffic moves fairly well on San Bruno streets, except at peak commute hours at certain intersections, particularly San Bruno Avenue and El Camino Real, where nearly all commute traffic focuses. Inadequate parking in some commercial and residential areas is also a problem.

SamTrans and Southern Pacific Railroad serve San Bruno with local and commuter service. Local service is generally satisfactory, although better bus service to the airport and bus connections to the train are needed.

## **Fire Services**

The City Fire Department provides a variety of emergency and safety services: first aid and rescue; protecting life and property from fires, floods, hazardous material spills, and other hazards; providing home and business fire prevention inspections; fire protection and safety education at schools and other community centers; fire hazard abatement; and general public assistance. The Fire Department also reviews all building proposals to assure that minimum safety hazards are met.

---

1. ABAG, March 1983.



Fire Department staff includes 35 paid and 20 volunteer firefighters at two operating stations (one on El Camino Real next to City Hall, and a second on Sneath Lane near Skyline Boulevard). The department operates five fire pumps, two rescue trucks, and one platform truck.

San Bruno is under the County Mutual Air Program which includes all cities within San Mateo County. In addition, San Bruno has verbal agreements with South San Francisco and Millbrae to provide and to receive additional assistance when necessary.

Fire insurance ratings for the city as a whole are "excellent", although some areas and resources are in need of improvement.

## Police Services

Located at City Hall, the Police Department is comprised of 47 sworn peace officers, 10 full-time and one part-time civilian personnel, 11 Community Service Officers, 4 crossing guards, and a compliment of volunteer police reserve officers.

Under the direction of the Chief of Police, delivery of services is divided into two main divisions - the Field Services and Administrative Services. These services are enhanced through county-wide inter-agency cooperation to provide crime lab facilities, canine unit support, polygraph examinations, prisoner housing and other related "on-call" services.

Police Department staff, facilities and equipment levels are adequate to meet current demands for police services. The department's resources and capabilities should be periodically assessed to see if public safety needs are being met.

## Schools

Six school districts share jurisdiction in San Bruno: San Mateo Union High School District, San Bruno Park School District, Laguna Salada School District (centered in Pacifica), Millbrae School District, South San Francisco and San Mateo Junior College District. The City has eleven elementary schools, one intermediate school, one high school, and one junior college now in use for public education. In addition, there are four special schools and two parochial schools that serve the community.

Enrollments in San Bruno schools have dropped by about 6% per year during the past three to four years.<sup>1</sup> This decrease reflects a region-wide reduction in family size. ABAG regional population projections show a declining family size to 2.28 per household by the year 2000, meaning fewer school children. Other sources raise the possibility of increased school enrollments.

---

<sup>1</sup> Interviews with school districts



The General Plan designates land uses for closed school sites presently in non-school uses. The land use designation for other school site is the same as its surroundings. It is the General Plan's intent to be flexible in stating permitted uses. Each undesignated site and proposed use(s) should be analyzed on its own for compatability with the surrounding neighborhoods, impacts on streets and services, environmental factors, and the cost/benefit balance to the City and school district. Priorities (such as community benefits, recreational uses, senior citizen needs, etc.) are stated in the plan to guide the land use decision.

# SCHOOLS

| <u>School District</u>                                | <u>1982-83 Enrollment</u>                                 | <u>Capacity</u> |
|---|---|-----------------|
| <u>Elementary</u>                                     |   |                 |
| Belle Air (K-6) San Bruno Park                        | 342   | 540             |
| El Crystal (K-6) San Bruno Park                       | 209   | 330             |
| Decima Allen (K-6) San Bruno Park                     | 368   | 510             |
| John Muir (K-6) San Bruno Park                        | 303   | 420             |
| Crestmoor (K-6) San Bruno Park                        | 168   | 420             |
| Rollingwood (K-6) San Bruno Park                      | 347   | 600             |
| *Carl Sandburg (K-6) San Bruno Park                   | -   | 450             |
| Monte Verde (K-6) South San Francisco                 | 118**   | 550             |
| Portola (K-6) Laguna Salada                           | 175**   | 600             |
| Pacific Heights (K-6) Laguna Salada                   | 250**   | 550             |
| Lomita Park (K-5) Millbrae                            | 203   | 325             |
| <u>Intermediate</u>                                   |   |                 |
| Parkside (7-8) San Bruno Park                         | 603   | 1,000           |
| *Willard Engvall; San Bruno Park                      | -   | 1,000           |
| <u>High School</u>                                    |   |                 |
| Capuchino (9-12) San Mateo Union High School District | 1,525   | 1,859           |
| *Crestmoor; San Mateo Union High School District      | -   |                 |
| <u>Special</u>  |   |                 |
| Palos Verdes San Mateo County                         | 104   | 100             |
| La Esperanza Del Norte San Mateo Co.                  | 38  | 85              |
| Loma Chica Laguna Salada                              | 48  | 50              |
| <u>Skyline College; San Mateo Junior College</u>      | 7,868   |                 |
| <u>Parochial</u>                                      |   |                 |
| St. Robert's (1-8) Private                            | 295   |                 |
| Highlands Christian (Pre-8) Private                   | 192   |                 |
| <u>Closed Schools</u>                                 | <u>Current Use</u>  |                 |
| Carl Sandburg Elementary School                       | Child care center and private recreation facilities       |                 |
| Edgemont Elementary School                            | Day care center and school district administration office |                 |
| Willard Engvall Intermediate School                   | Peninsula High School (special), day care during range    |                 |
| Crestmoor High School                                 | Vacant  |                 |
| Northbrae School                                      | Vacant  |                 |

\* Closed schools

\*\* Represents number of San Bruno resident children only

## Parks, Recreation and Open Spaces

The City has eighteen parks, all of which are virtually fully developed. Only minor renovations or improvements are planned. Junipero Serra Park, a 93 acre regional park owned and maintained by San Mateo County, is within the City limits and serves San Bruno residents. There are five recreational or activity centers including the War Memorial Building in City Park.

The City Parks and Recreation Department operates several senior citizen programs, programs for handicapped persons, and pre-school, youth and adult recreational activities including sports, crafts, health care and exercise programs. The Department is primarily responsible for park development and maintenance, and street beautification. Twenty-two full-time staff members and six to ten temporary part-time employees make up the Department.

Public open space lands include Crestmoor Canyon (approximately 75 acres), various City owned property, and railroad or freeway right-of-way. Privately owned open space includes lands set aside as utility easements, as steep slopes, or otherwise undeveloped. Open space does not include vacant land designated for development.

Other open space lands adjoin the City of San Bruno: The San Francisco jail site and Coast Guard site to the west constitute temporary open space although they are partially developed. The San Francisco Watershed lands to the south and west are permanent open space. The airport lands are currently undeveloped and provide temporary open space amenities.

## Library

The City Library contains approximately 77,000 books, numerous periodicals, records, cassettes, films, maps and charts, pamphlets, micro-film and micro-fiche, and a special collection of historical pictures and oral history tapes. As a member of the county-wide Peninsula Library System, it has access to additional films and video cassettes, and reference services through the Bay Area Reference Center or the State Library.

The library holds weekly pre-school story hours for children, and special children's programs at least monthly. Special adult programs (lectures, films, etc.) are also held periodically.



## Cable Television

The City of San Bruno provides cable television service, carrying 21 channels of television plus the Home Box Office movie channel to 7,100 people, or roughly half of the City's population.

The Cable Television system was originally developed to help generate City revenues for community services. The service grosses \$1.3 million per year, approximately \$250,000 after expenses. Five percent of the gross revenues are allocated to the City's general fund.

The current Cable system could accommodate additional development of vacant lands (Bayhill, Tanforan, airport lands, San Francisco jail site) without any difficulty. Cable trenches are dug as development occurs. It is difficult, however, to serve sites that are already developed for this requires digging up the streets and repaving over the trenches.

The Cable Television office is now located on Catalpa Way in the Rollingwood area. A more convenient site is needed, closer to other City services.

# Seismic Safety and Safety Element

## Introduction

The purpose of the Seismic Safety and Safety Element is to plan for the protection of a community from seismic (i.e., earthquake related), geologic, fire, flooding, and other hazards. The element should identify and appraise all known hazards; its policies should assure that new development is safe from natural and man-made hazards. The element should include protection features such as emergency response, excavation routes, peak load water supply requirements, minimum road widths, and minimum fire clearances around structures. (Government Code, Section 65302 (f) and (i)). The element should be updated periodically to reflect current data and laws.

By nature of its geographic location, soils, topographic features, and development patterns, San Bruno is subject to a variety of hazards. Even though there are relatively few undeveloped sites, the City and its citizens should be aware of potential hazards. The Seismic Safety and Safety Element addresses potential hazards in undeveloped or redevelopable areas, emergency response, improving dilapidated, unsafe conditions, and maintenance of existing safety procedures.

The Geotechnical and Flood Hazards Maps identifies areas of known seismic, geologic and flooding hazards. This map is based upon mapping at the local, county and regional levels. It is important to recognize that the map designations are very generalized and should be used primarily to indicate areas in which additional study is needed. It is not possible to identify specific hazards or to recommend necessary mitigation measures for new development at this scale without detailed review of a particular site. Site specific geologic studies should be submitted for City review for each development proposal in potentially hazardous areas.

## Background

Geologic and safety hazards are related to landforms and sub-surface features, and thus often cross jurisdictional boundary lines. To eliminate duplicative efforts, State law allows cities to adopt the relevant portions of their county's seismic and safety elements, as long as the element is sufficiently detailed and complies with all other general plan requirements (Government Code, Section 65302 and 65350).

The City of San Bruno adopted the relevant portions of the County of San Mateo's Seismic and Safety Element (1976) to satisfy state requirements. The County's element is a comprehensive document, addressing seismic, geologic, structural and other hazards countywide. San Bruno participated in the preparation of the County element through the Joint Cities/County Planning Task Force, an advisory sub-committee to the County Regional Planning Committee. The element addresses specific issues in San Bruno, but contains no policies specific to San Bruno.





## Existing Regulations

The City's grading ordinance regulates excavations and grading, and requires erosion control measures consistent with ABAG standards.<sup>1</sup> The Uniform Building Code sets standards for structural safety. Many of San Bruno's older buildings do not satisfy code requirements. San Bruno participates in the Federal Flood Insurance "regular" program. Fire safety codes are generally adequate, though additional on-site early warning mechanisms and preventive measures would improve the response time. The City also has an Emergency Response Plan (1980), which outlines the responsibilities of various city officials in case of an emergency.

## Hazards

### Seismic Hazards<sup>2</sup>

The San Andreas fault, considered active<sup>3</sup>, passes through San Bruno. The San Andreas fault zone runs in a northwest-southeasterly direction through western San Bruno, roughly along Skyline Boulevard. Two inactive faults, the Serra and San Bruno faults<sup>3</sup>, also cross San Bruno. The Serra fault parallels the San Andreas fault zone to the east, passing through Junipero Serra County Park, and the Crestmoor and Rollingwood neighborhoods. The San Bruno fault follows the same axis, through Belle Air, under I-380 at the railroad tracks, and through the Tanforan Shopping center and vacant lands. Until 1981, the Serra Fault was considered active, but no evidence has been put forth to show that movement has occurred during the last 11,000 years.

---

1 The Regional Water Quality Control Board has requested all cities and counties to develop erosion control measures consistent with ABAG standards. San Bruno has adopted such an ordinance.

2 Source: CA. Div. Mines & Geology, Maps of Alquist-Priolo Special Studies Zones, Brown and Lee (1971) U.S.G.S.B.D.C. 30; Sorg & McLaughlin (1975) MF-643; Lajoie (1975) Jennings (1973); Brown (1972), U.S.G.S.B.D.C. 44; Brabb and Pampeyan (1972); U.S.G.S.B.D.C. 41; Greensfelder (1974).

3 Active Fault: The capability for movement along a fault is a product of its present tectonic environment and cannot be directly determined. These criteria may be used to assess whether or not it is active:

- Historic seismicity; direct evidence of movement within the last 11,000 years (Holocene-time);
- Historic surface displacement or creep movement;
- Instrumentally-determined strain accumulation;
- Repeated episodes of displacement in the recent geologic past as deduced from the stratigraphic record;
- Geologically young displacement inferred from geomorphic (landform) features.

Inactive Fault: Any fault in which movement appears to be older than 2-3 million years (Pleistocene time) is considered to be inactive.

The San Mateo County Seismic and Safety Elements (1976) describe the San Andreas fault system, and discuss historic and potential seismic related activities (pages 8 through 36), Volume II, Technical Supplement). Because of its active status, surface rupture potential is considered moderate to high along the San Andreas Fault and in western San Bruno. Strong ground motion generated during a major earthquake will cause, according to the "San Francisco Scale" (devised by Borchardt and Gibbs, 1975) "very violent" to "very strong" intensities of ground shaking, resulting in severe to moderate damage. The intensity of ground motion corresponds to the distance from the San Andreas fault. Generally, soils and subsurface materials east of Skyline Boulevard (predominantly the Colma and Merced formations) have good earthquake stability. Areas of Colluvium and serpentine or sheared rocks of the Franciscan formation have poor to good earthquake stability. These formations are found in the Pacific Heights/Skyline College areas, and in pockets of upper Crestmoor, respectively.

State law governs development within a designated area along active faults. The Alquist-Priolo Special Studies Zone Act (1972) requires cities and counties to regulate certain types of development within the state delineated "special study zones". The Act precludes construction of a structure for human occupancy except certain wood frame single-family dwellings<sup>1</sup> on an active fault trace or within 50 feet of an active fault. The law also recommends that a "geologic report by a geologist registered in California be required for a single-family dwelling otherwise exempt (from the above restrictions) if that structure lies on or within 100 feet of the trace of an historically active or other known active fault as shown on Special Studies Zone Maps or by more precise or detailed information." The Act also requires that all geologic reports be filed with the State Geologist, and that more comprehensive reports be prepared for "critical or essential" structures such as schools or hospitals.

Liquefaction<sup>2</sup> is a seismically-induced hazard with variable to low potential in San Bruno. Potentially hazardous areas are those underlain by clean sand lenses saturated by high groundwater which occur within the Bay Mud and Merced Formation. Lateral spreading (horizontal surface failure) is considered the most probable type of failure that may be associated with Bay muds. The area with the highest potential for liquefaction is located adjacent to the Bay-shore Freeway, near the San Bruno interchange, and on the airport lands. Localized liquefaction may occur near Belle Air School through City Park and in the area immediately north of Capuchino High School. There is also liquefaction potential on the San Francisco jail lands.

Subsidence, the sinking or lowering of a part of the earth's crust, occurs in the Crestmoor and Monte Verde areas and has caused some structural damage. Portions of the City, especially historic marshes or ancient creek beds, are subject to differential settlement.

---

1 "Single-family wood frame dwellings to be built on parcels of land for which geologic reports have been approved pursuant to... (the Act, and those) not exceeding two stories when such dwelling is not part of a development of four or more dwellings." (California Administrative Code, Title 14, Division 6, Chapter 8, Subchapter 1, Article III).

2 The transformation of a granular material from a solid state into a liquified state, usually caused by intense ground shaking.



## Geologic Hazards

Geologic hazards, including landslides, mudslides, and erosion, can be related to seismic activity but can also occur independently. Slope instability can be induced by heavy rainfall, or by improper grading and construction procedures that disrupt natural drainage course, and undermine or overburden hill-side soils. Soil and subsurface characteristics are described in the Conservation, Open Space and Scenic Corridors element. Areas of past landslides and erosion and areas with potential for further instability are shown on the Geotechnical and Flood Hazard Map. Generally, the potential for future slides is low east of I-280 and west of Skyline Blvd; and low to moderate, with some areas of higher potential, in the Crestmoor and Rollingwood/Monte Verde areas. Bedrock material (Merced Formation) is considered moderately stable, although surficial soils may be expansive and subject to creep in the hills.<sup>1</sup> Areas of the highest potential for landslides are in Junipero Serra County Park.<sup>2</sup> Erosion of the Merced Formation is also a problem in the Crestmoor area.<sup>3</sup>

## Structural Hazards

Structural Hazards exist in unreinforced masonry structures, structures constructed prior to 1933, and those that were constructed on un-engineered fill (particularly in the areas of historic marshland, ancient creekbeds, and bay mud). The two private schools located within the City may also constitute structural hazards, since they are not required to conform with the State Field Act.

Additional structural hazards exist along the San Andreas fault zone where public facilities, including schools and shopping centers are built. The most severe ground shaking will occur in these areas. There are about 2,775 dwelling units within the Alquist-Priolo Geologic Hazards Zone that meet seismic codes, and approximately 525 structures (approximately 500 dwelling and 25 commercial buildings) that were constructed prior to the adoption of local building codes requiring earthquake-resistant design.<sup>4</sup> State law (Public Resources Code Section 19161), January 1, 1983, established the Seismic Safety Rehabilitation Loan Program, which authorizes cities and counties to provide money through the sale of bonds for structural rehabilitation of seismically hazardous residential and commercial buildings. This law can help San Bruno and its residents correct some of the structural hazards.

Collapse of freeway structures is also a potential structural hazard. San Bruno is transected by Interstate 280 and 380. Collapse of structures crossing these freeways would involve the temporary isolation of portions of the City. New access can be graded across the freeways with relative ease in many areas, however, injured persons in the cut-off areas could temporarily be isolated.

1 San Mateo County Seismic and Safety Elements, 1976, page 36.

2 Ibid.

3 Landslide Susceptibility in San Mateo County, 1978.

4 County of San Mateo Seismic and Safety Element 1976, Volume I, page 37.



Utility disruption is a major safety issue. Land movement along the San Andreas fault would effectively rupture all lines which cross the fault. Major utility disruptions would result if the 100 KV overhead electrical transmission line along Fleetwood Drive or the 16 inch gas transmission line in Skyline Boulevard were damaged.<sup>1</sup>

## Fire Hazards

The greatest potential fire hazards occur in areas of, or close to, natural vegetation: primarily in and above Crestmoor Canyon, and in the western foothills. Heavily wooded, chaparral and grass-covered slopes are highly flammable during dry months, particularly when undergrowth has accumulated for years. Access for firefighters and equipment is difficult due to the terrain and lack of streets in the undeveloped areas. Brush clearance, use of fire resistive materials, and easy access are among the most effective fire prevention measures.

Other fire hazards occur in urbanized areas. Industrial fire hazards are associated with the transmission of jet fuel to San Francisco International Airport.<sup>2</sup> Industrial chemicals and processing contribute to fire hazards, compounded by the crowded conditions, old buildings, and narrow streets in the Fifth Addition. Structures along San Mateo Avenue, built prior to fire safety codes, without adequate separation between buildings, or good access, are also hazardous.

Outside of these areas, San Bruno has a very good overall fire rating. The fire rating is based upon, among other things, the type and amount of fire fighting equipment, number of fire fighters, water flow and pressure. The fire department has adequate staff and equipment. The City's water system is not in optimum condition. Old or worn water lines and connections in some parts of the City need upgrading or replacement to uphold satisfactory water flow and pressure requirements.

## Flood Hazards

Low lying areas in San Bruno are subject to potential flood hazards. These include much of City Park, portions of San Bruno Park, the central business district, Belle Aire, and the area near Capuchino High School. Because of the low elevations and inadequate storm drainage systems in these areas, flooding periodically occurs during heavy rains and simultaneous high tides. The greatest chance of flooding occurs when the rain falls at a rate of at least one inch per hour for one hour preceding the high tide (a tide of 4.5 feet or greater). This is not a common occurrence, except during exceptionally heavy storms. Channels and pipelines are not large enough in these areas to handle such large amounts of water during high tides. Many structures are not designed to withstand this degree of flooding. If not elevated adequately, water can flow into the ground floor causing damage and inconvenience.

---

<sup>1</sup> Ibid.

<sup>2</sup> San Mateo County Seismic and Safety Elements, 1976.

The City's current flood prevention program consists of regular street sweeping during autumn, clearing the storm drains of silt and garbage and giving early flood warnings to flood-prone areas during predictable hazard periods. The Fire Department helps clean up flood damage.

Any efforts to physically remedy the potential flood hazards situation would be extremely costly. Improvements to the present storm drainage system such as larger pumps, deeper channels, or holding ponds, would cost upward of a million dollars each. To elevate all existing threatened structures above anticipated flood levels would be a major hardship on property owners and would disrupt many businesses and homes. Sizable new developments, however, such as development of the airport lands or eventual replacement of a large area of existing development, should be designed and engineered to avoid potential flood hazards.

The City is presently enrolled in the National Flood Insurance Program through the Federal Emergency Management Agency (FEMA). Flood insurance is available to San Bruno residents and merchants under the agency's "regular" program, either directly through FEMA or through licensed insurance agents. Maximum coverage for residential structures (without basements) is \$185,000 for contents. Insurance rates (as of October 1, 1983) are:

|             |  |
|-------------|--|
| Structures: | 5 cents per \$100 valuation for first \$35,000 and 6 cents per \$100 valuation for the next \$150,000. |
| Contents:   | 40 cents per \$100 valuation for first \$10,000 and 11 cents for the next \$150,000.                   |

Thus,<sup>1</sup> maximum coverage of a \$125,000 home would cost approximately \$200.00 a year.

For further information or to initiate insurance coverage, call or write  
Flood Insurance Program  
P.O. Box 34222  
Bethesda, Maryland 20817  
Telephone: 800-638-6620 (toll free)

## Emergency Response

The City of San Bruno has an Emergency Response Plan, adopted in 1980, which identifies City officials' responsibilities in case of emergency. The plan establishes contingency organizational plans and assigns responsibility among City departments for transportation, communication, food and shelter, health and other emergency needs.

---

<sup>1</sup> Telephone conversation with FEMA representative, August 23, 1983.



## **Minimum Road Widths**

Access to an emergency site is critical for effective response. Streets in the newer portions of San Bruno are generally wide enough to accommodate emergency or fire vehicles. The City Code establishes minimum road widths and grades that account for safety response needs. Many of San Bruno's residential streets, however, are narrow and difficult to maneuver even during normal operation. On-street parking contributes to poor circulation.

## **Peakload Water Supply**

Another constraint to emergency response is the City's capacity for water storage and transport. Parts of San Bruno suffer from low water pressure which would be compounded in a large scale emergency when everyone is trying to use water at once. The 1983 water study for San Bruno identifies areas of poor water pressure and recommends improvements as needed.

The City's water service system could be interrupted during an emergency due to loss of power or pipeline breakage. The City has no emergency power source for pumping wells (except for the well serving City Hall), but is considering an emergency power source in the water management plan. The Department of Public Works is developing plans for immediate shut-off of water flow lines to save water in case of an earthquake.

## **Evacuation Routes and Emergency Shelters**

The City's Emergency Response Plan designates responsibility for establishing routes and assisting in evacuations to the City Police, Fire and Public Works Departments. It also addresses the provision of food, shelter and welfare to City residents in the time of emergency. Schools, churches and private facilities are identified as emergency shelter space. City Hall contains an emergency shelter and is the emergency response operations center for dispatching services, communications, etc..

## **Public Awareness**

Public awareness is another key factor in emergency response. Everyone should be familiar with neighborhood evacuation routes, emergency centers and personal safety precautions. Young children and elderly or disabled persons need special attention. It is the responsibility of the City and community organizations to educate the public on potential hazards and emergency response measures.

## **Clearances Around Structures**

Maintaining a clear zone around structures from either flammable vegetation or neighboring structures is an effective way to reduce fire hazards and to improve fire protection response. Proposed development on the jail and airport lands should assure that adequate fire protection measures, including brush clearance around structures, are included.



In some of the older parts of San Bruno, buildings are built so close that firefighters and their equipment cannot gain access to protect the structure or its occupants. This is particularly true along San Mateo Avenue's central business district where commercial structures adjoin each other. Where there is no opportunity for maintaining building separation, front and rear access is critical. Throughout the City, new development should be reviewed to assure adequate clearance between structures to minimize fire hazards.

# Goals, Policies and Implementing Actions

## Goals

The goals of the Seismic and Safety Element are:

1. To reduce the risk of loss of life and injuries due to natural hazards;
2. To reduce the risk of loss of property and natural resources, due to natural hazards.
3. To promote the general public welfare, by avoiding or reducing adverse social, economic, and environmental effects of natural hazards;
4. To acknowledge the regional implications of natural hazards and the need for jurisdictional cooperation in the face of potential disasters.
5. To document the necessary interrelationship between potential land use plans and land capability constraints arising from the existence of natural hazards;
6. To synthesize earth sciences data and hazard mitigation techniques into the General Plan process.

## Policies and Implementing Actions

Policy 1. Development, including remodeling or structural rehabilitation, shall be regulated to assure adequate mitigation of seismic safety and safety hazards on sites having a history or threat of slope instability, erosion, subsidence, seismic dangers (including those resulting from liquefactions, ground failure, ground rupture) and flooding and fire hazards.

### Action

- 1-A. The City's Building Code Zoning Ordinance and Subdivision requirements shall be reviewed and revised as necessary to safeguard against seismic, geologic and safety hazards. Mitigation should include:
- 1) Minimal grading and removal of natural vegetation to prevent erosion and slope instability. Cleared slopes should be replanted with vegetation.
  - 2) Proper drainage control to prevent erosion of the site and affected properties.
  - 3) Careful siting and structural engineering in unstable areas.
  - 4) Consideration of flooding and fire hazards in siting and designing new development.

Policy 2.

Geotechnical investigation shall be required of all sites proposed for development in areas where geologic conditions or soil types are subject to building constraints, slippage, erosion or seismic hazards. Known hazardous areas are generally indicated on the Geotechnical and Flood Hazards Map.

Action

- 2-A. City ordinances shall be reviewed and revised as necessary to require submission of geotechnical investigation and demonstration that the project conforms to all recommended mitigation measures prior to city approval.

Policy 3.

In accordance with state law (the Alquist-Priolo Special Studies Zones Act) structures for human occupancy except 1) single-family wood frame dwellings as part of a subdivision for which geologic reports have been approved in accordance with this law, or 2) single-family wood frame dwellings not exceeding two stories when such dwelling is not part of a development of four or more dwellings, shall not be permitted across an active fault or within 50 feet of an active fault. Permitted development must satisfy safety standards recommended in the geologic report.

Action

- 3-A. City ordinances shall be revised as necessary to reflect requirements of the Alquist-Priolo Special Studies Zone Act regarding development and requirements for geologic reports in earthquake hazard areas. Because of uncertainties as to the exact location of faults, a geologic report by a qualified geologist shall be required for all structures, including all single-family dwellings proposed within 100 feet of an historically active or known active fault. Geologic reports should recommend minimum setbacks, siting and structural safety standards and other relevant mitigation measures to reduce potential seismic hazards. Geologic reports must be filed with the State Geologist by the City within 30 days of receipt.

Policy 4.

The City should help property owners identify structures that do not meet modern earthquake standards for construction, and encourage abatement of hazards.

Action

- 4-A. The City shall support State and Federal financial assistance programs for the abatement of pre-1933 earthquake hazardous structures, advertise the availability of low interest loans, and apply for approval to issue bonds for rehabilitation loans.



#### Action

- 4-B. The City should identify seismically hazardous school facilities and other places of public assembly, which should be upgraded to meet safety code or be demolished.

Policy 5. The City shall encourage earthquake preparedness among public and private organizations.

#### Action

- 5-A. Support state legislation requiring that earthquake disaster drills be practiced regularly in all public and private elementary, intermediate, and secondary schools. Drills should include student evacuation and on-campus supervision and be augmented with a community awareness campaign pertaining to how, when and where children are to be reunited with their parents.

Policy 6. Potential fire hazards shall be mitigated in high fire risk areas by proper siting, brush clearance, use of fire resistive materials, landscaping with fire resistive materials, installation of early warning systems (alarms and sprinklers), maintenance of adequate clearance around structures and upgrading of fire hazardous structures.

#### Action

- 6-A. The Municipal Code shall be reviewed and amended as necessary to:
- 1) Require the installation of automatic sprinkler systems in all hotel, motel and other overnight lodging facilities, in mixed commercial/residential uses, and in buildings of four or more units. The City shall consider requiring sprinklers for all residential uses when sprinkler systems become more economical.
  - 2) Require the use of pressure-impregnated, fire resistive shingles or shakes.
  - 3) Require buildings of sub-standard construction to satisfy present code. Ensure that development has adequate access, clearance around and between structures, water supply and pressure and that landscaping within 50 feet of all buildings is fire resistive.

#### Action

- 6-B. The fire department shall be notified of the change of use of a structure when it involves public assembly, and require that a certificate of occupancy be required before such a change of use is permitted.

Action

- 6-C. The City shall continue to clear fire hazardous materials from Crestmoor Canyon that pose a threat to nearby residents. Care should be taken to prevent unnecessary harm to healthy vegetation.

Action

- 6-D. The City should identify buildings, particularly along San Mateo Avenue CBD, that do not meet fire safety codes and encourage use of rehabilitation loans for their upgrading.

Action

- 6-E. The City shall revise the zoning ordinance to provide fire lanes in parking areas to allow emergency vehicle access to facility.

- Policy 7. The City's fire response system shall be maintained at a level adequate to meet the community's safety needs.

Action

- 7-A. The City shall upgrade the water distribution system as necessary to provide adequate water pressure to meet fire safety standards and to respond to emergency peak water supply needs.

- Policy 8. The City shall continue to help alleviate potential flood hazards for existing and new development.

Action

- 8-A. The City shall continue its maintenance, early warning, and clean up activities and should set aside funds to upgrade or replace worn or undersized storm drains.

Action

- 8-B. The City shall consider the economic feasibility of long-term solutions to potential flood hazards, such as greater pumping capacity, deeper flow channels, or holding ponds.

Action

- 8-C. New or redevelopment of large sites in the potential flood hazard areas (e.g., the airport lands) should be designed and engineered to withstand potential 100 year floods.

Action

- 8-D. The City's ordinance should be revised to reflect current involvement in the federal flood insurance "regular" program.

Policy 9. Hazardous substances shall be controlled to minimize potential hazards to the local population.

Action

9-A. City regulations regarding manufacturing, storage, and usage of hazardous materials shall be examined and modified as necessary to minimize potential hazards.

Policy 10. The City shall prepare for emergency response to natural or other disaster and provide for maximum safety and recovery.

Action

10-A. The City should continue to monitor changes in the Federal Disaster Act and keep City officials and residents aware of the impacts of these changes.

Action

10-B. The City should undertake emergency drills and hold post drill training seminars to improve emergency preparedness. Some of these drills should be in concert with the County.

Action

10-C. The City shall work with critical use facilities (i.e., hospitals, schools, public assembly facilities, transportation services, etc.) to assure that they provide alternate sources of electricity, water and sewage disposal in the event that regular utilities are interrupted in a disaster.

Policy 11. The City shall encourage public and private efforts to educate the public on safety, seismic safety, and emergency preparedness emphasizing self-sufficiency in responding to natural disasters.

Action

11-A. A public education program should be established through the schools, county fair, civic organizations, and other service groups to distribute information about emergency preparedness. The City should seek funds to prepare and public brochures indicating what to do and where to go in the event of safety, seismic, or emergency events.

Action

11-B. A voluntary program among real estate salespersons and lenders shall be encouraged to advise potential homeowners of safety and seismic hazards in various parts of the City, the degree of risk and available insurance programs.



Action

- 11-C. The City should continue to participate in a cooperative countywide program to pool natural hazard data which are developed either through special studies or via the project review process.

Policy 12. Promote safety for security in new development.

Action

- 12-A. Develop a security ordinance which requires new construction to include security fixtures such as locks, adequate lighting, visible access and other security measures.

# Noise Element

## Introduction

### Noise and Its Effects

Noise is unwanted sound; it is annoying and detrimental to human health. Factors which make sound annoying are loudness, high pitch, intermittence, irregularity, uncertainty of source, and unexpectedness.

The United States Environmental Protection Agency states that permanent hearing loss may occur with exposure to sound levels of 70 or more decibels over a long period of time. Approximately one in ten Americans suffers some measurable hearing loss partly from such exposure.

Noise also interferes with safety and communication, causes undue stress and reduces the quality of life. Additionally, economic values may be affected by noise. A noisy area is less desirable than a quiet place within which to live, work and play. Reduced property values or added costs for acoustical insulation may result from noise. A noisy environment also lowers productivity of workers.

The Government Code 65302(g) requires a noise element of all general plans to provide a basis for comprehensive local programs to control and abate excessive environmental noise. The primary objectives of the Noise Element, as laid down in the guidelines adopted by the Office of Noise Control, are: 1) to provide enough information on the community's noise environment that noise may be considered in land use planning; 2) to identify locations in the community deemed "noise sensitive"; 3) to develop strategies to abate or mitigate excessive noise exposure situations or locations; and 4) to provide necessary ground work for an effective local noise ordinance to allow compliance with State noise insulation standards, to resolve noise complaint situations, and to insure that noise continues to be considered in future land use and development activities.

Section 65302.3 requires that cities' general plans be consistent with the applicable airport land use plan developed by the Airport Land Use Commission. San Bruno's General Plan was reviewed by the San Mateo Regional Planning Committee (RPC) for consistency with the San Francisco Airport Land Use Plan. The RPC was not able to find the plan consistent in the absence of a Master Plan for the San Francisco Airport.<sup>1</sup>

The basis for determination of noise compatibility and use is contours of equal energy noise exposure expressed in terms of Community Noise Equivalent Level (CNEL) or Day-Night Average Level (Ldn). There is difficulty in measuring noise with great accuracy, particularly as the distance from the noise source increases. Therefore when dealing with noise contours, it is best not to think of them as an absolute line of demarcation on a map, but rather as bands of similar noise intensity. It is also important to note that generally the impact of urban development or vegetation on sound may not be as great as expected.

---

<sup>1</sup> Regional Planning Committee of San Mateo County minutes, October 13, 1983

There is a clear relationship between noise levels and planning through land use. While it is shown that future population in San Bruno would be subject to less noise, this should not suggest that the City government become passive and complacent on the subject. There still remains the problem of dealing with noise in the short-term future. This requires directing growth toward the more quiet areas and carrying out noise mitigation to reduce noise in the noisier areas.

## Noise Measurement

Though much time and effort may go into development of noise contours, the present state-of-the-art is such that their accuracy is usually no better than  $\pm 3$  dB. In fact, the accuracy of the noise exposure prediction decreases with increasing distance away from the noise source. In the near vicinity of the source prediction accuracy may be within the range of  $\pm 1$  dB, while at greater distances this may deteriorate to  $\pm 5$  dB or greater. At greater distances, meteorological and topographic effects, typically not totally accounted for in most models, may have significant influence, thereby affecting the prediction accuracy. Thus, when dealing with the concept of noise contours, it is best not to think of them as an absolute line of demarcation on a map (such as topographic contours), but rather as bands of similar noise intensity, usually on the order of 5 dB wide.

## Highway Noise

Highway noise exposure calculations were performed as a part of the Noise Element update. Estimated noise levels are derived from traffic volumes applied to a formula provided by the State Office of Noise Control.

Highway noise levels in San Bruno are illustrated on the accompanying map. The noise levels are shown as annual average Ldn. Contours are shown on the map as lines connecting areas having equal noise levels. The contours range from 75 dB down to 60 dB.

## Aircraft Noise

San Francisco International Airport Noise Contours in San Bruno are shown on the accompanying map. Noise contour levels down to 65 CNEL are based upon the airport's monitoring data. Noise levels down to 60 CNEL were calculated using the standard noise calculation formula.<sup>1</sup> The northeasterly portion of the City, including significant numbers of residences are within the 65 dB to 70 dB and 70 dB to 75 dB CNEL contours. Much of central San Bruno is within the 60 to 65 dB CNEL contours.

The San Mateo County Airport Land Use Commission has published standards for airport noise/land use compatibility. These standards indicate that new residential, school, library, church, hospital, nursing home and auditorium uses should not be developed in areas greater than 70 dB and should include

---

<sup>1</sup> State Office of Noise Control



noise reduction features between 65 dB and 70 dB. Commercial uses should not be developed in areas greater than 80 dB and should include necessary noise reduction in areas between 70 dB and 80 dB. Industrial uses should not be developed in areas above 85 dB unless related to airport activities or services; noise reducing measures should be included in new development in areas between 75 dB and 85 dB. These standards are incorporated in the Noise Element as Noise/Land Use Compatibility Standards.

The ALUC has developed height restrictions for development in areas beneath flight paths. These restrictions will be incorporated into the City's development review process.

## Railroad Noise

Approximately 52 trains pass through San Bruno each weekday and 24 each day on weekends, most between 7:00 a.m. and 10 p.m.. Four to six trains a day are freight carriers on weekdays and two to four on weekends.<sup>1</sup>

There has been no monitoring of train noise in San Bruno. Using a standard formula<sup>2</sup>, Day-Night Average Level (Ldn) can be calculated as follows:

### Weekdays

60 Ldn: audible at up to 550 feet from tracks

65 Ldn: audible at up to 330 feet from tracks

70 Ldn: audible at up to 165 feet from tracks

### Weekends

60 Ldn: audible at up to 375 feet from tracks

65 Ldn: audible at up to 230 feet from tracks

## Industrial Noise

Industrial land uses are limited in San Bruno to primarily light industrial operations (manufacturing, distribution, storage) and semi-industrial uses (car repair). These are concentrated in the North Belle Air neighborhood. Noise levels from industrial sources have not been measured in this area. The area is also subject to noise levels of 70 dB to 75 dB from the airport, which probably override other noise sources. If a land use changes to include additional noise-producing use, noise mitigation should be incorporated.

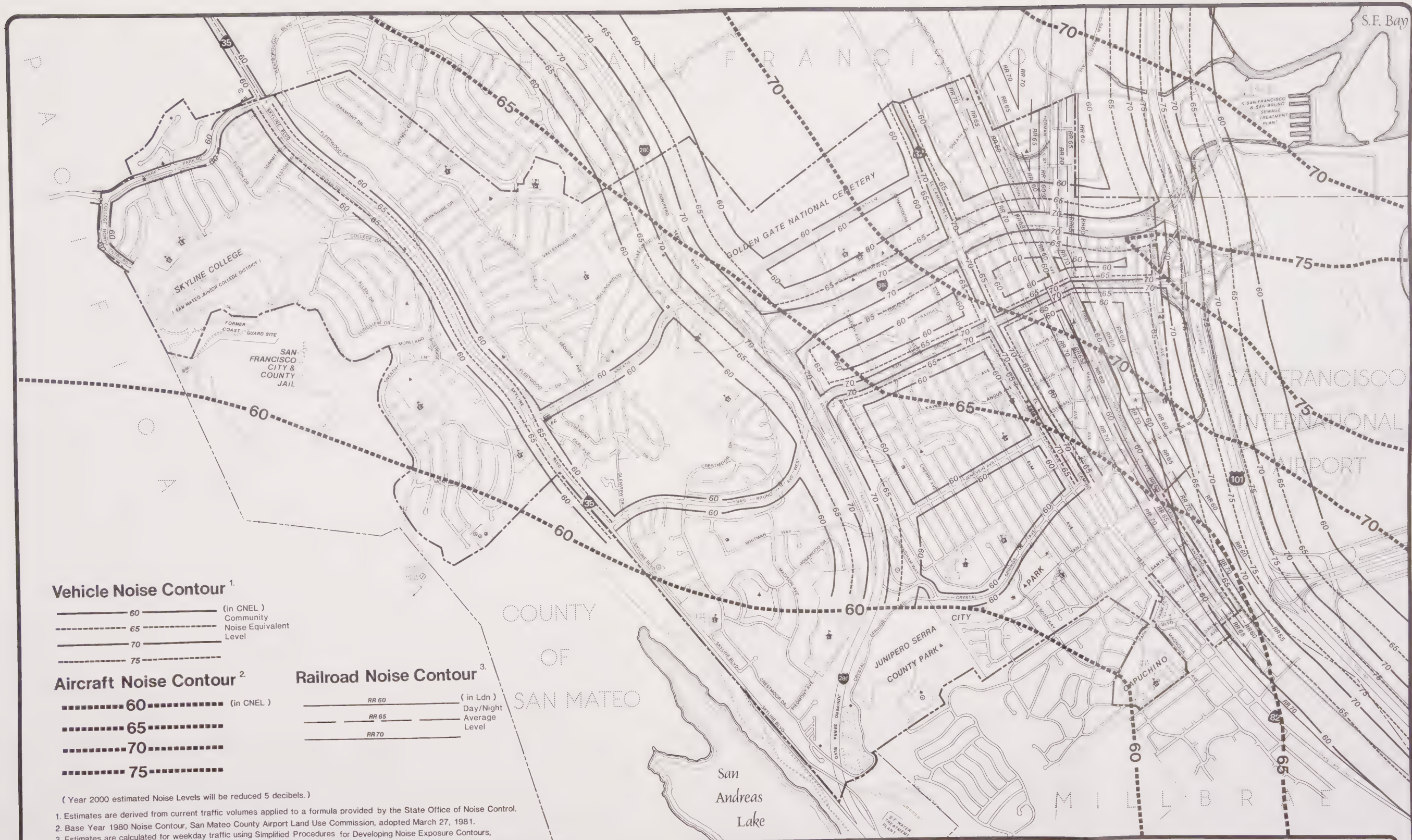
## Noise Exposure Inventory

A field survey provided data on the existing land uses within the City. From the Existing Land Use Map it was possible to determine the extent and geographic distribution of San Bruno's population. By placing the noise contours over the map the 1983 population subject to various noise levels was calculated.

<sup>1</sup> CalTrans, Office of Operations and Control

<sup>2</sup> Simplified procedure for Developing Noise Exposure Contours, Jack W. Swing, Office of Noise Control, May 1975

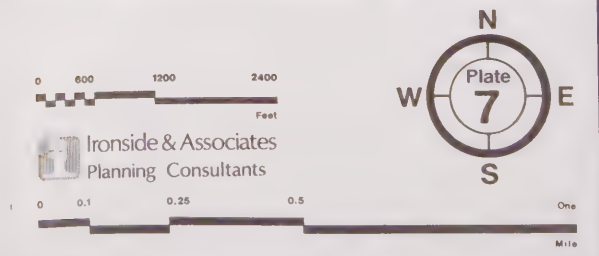




# Noise Contours Map

## City of San Bruno, California

- MAP SYMBOLS:**
- CITY BOUNDARY
  - SPRR CO
  - PRIVATE ROAD
  - FIRE ROAD
  - WATER TANK
  - WATER PUMP STATION
  - SEWER LIFT STATION
  - ELEMENTARY SCHOOL
  - INTERMEDIATE SCHOOL
  - HIGH SCHOOL
  - PRIVATE SCHOOL
  - SPECIAL SCHOOL
  - FORMER SCHOOL SITE
  - POLICE STATION
  - FIRE STATION
  - CIVIC FACILITY
  - PARK
  - TOT LOT



Ironsides & Associates  
Planning Consultants







There are approximately 14,650 housing units in San Bruno. Approximately 96% of the houses are subject to noise levels of 60 dB or greater. Areas outside the 60dB contour are the southwestern and western portions of San Bruno, those areas furthest from the airport. Approximately one-quarter of the total units are subject to CNEL in excess of 65 dB, primarily from airport noise. These units are located mainly in the north-westerly portion of the City. Residents in this area are also subject to highway noise levels above 60 dB. Aircraft noise is the dominant noise factor, however.

Certain land uses are defined in the state law as "noise sensitive". These include schools, hospitals, and other health care facilities. San Bruno has no hospitals. Schools are shown on the noise contour map. Noise levels near these uses are based upon monitoring of airport noise or calculated using a standardized formula.

Citywide estimates indicate that one-third of one percent of the population (approximately 106 persons) is subject to noise levels averaging above 75dB; ten percent (3,540 persons) are subject to levels between 70 and 75dB and forty-four percent (15,580 persons) are subject to 65 to 70dB; and forty-six percent (14,875 persons) are subject to noise levels below 65dB. No area in San Bruno is subject to a CNEL above 75dB.

## Future Noise

The prevailing environmental noise in San Bruno is generated by aircraft departing from San Francisco Airport. Except for noise levels generated by automotive vehicles on Junipero Serra Freeway, almost all other highway noise is masked in terms of annual levels, by aircraft noise. Highway noise is expected to be reduced in the future, in spite of increased traffic, due to technological changes in vehicles stimulated by national and State policies. Aircraft noise is also subject to Federal regulations which mandate quieter aircrafts in the future. The San Francisco Airport Land Use Commission adopted a target of reducing the number of dwelling units within the 65 CNEL contour to 7,500 by 1987. There has already been a substantial reduction in the number of units affected by noise levels of 65 CNEL: from 15,400 to 8,200 units between 1980 and mid-1983, a 47% reduction. The results of constant monitoring will indicate whether or not the benefits of quieter aircraft will be offset by increased numbers of flights.

Other potential future noise sources may include a BART line and/or expanded Caltrain service. If BART is extended to the airport through San Bruno, noise impacts should be assessed and mitigated. Noise impacts from ancillary functions (i.e., additional traffic serving the transit stations) should be studied.

## Noise Criteria for Land Use Planning

The purpose of including a noise element in a general plan is to achieve noise compatible land uses when new development occurs. Since aircraft noise is the dominant type of noise in San Bruno, noise-land use compatibility can be achieved by applying standards of the San Mateo County Airport Land Use Commission when considering proposed land uses. The standards should apply to

all noise sources. In establishing insulation requirements for noise mitigation, the ABAG/MTC Airport Land Use Planning Handbook should be consulted.

#### LAND USE COMPATIBILITY STANDARDS

| Land Use                  | CNEL Range      | General Land Use Criteria   |
|---------------------------|-----------------|---|
| <u>Residential</u> , etc. | less than 65    | Satisfactory, with little noise impact and requiring no special noise insulation requirements for new construction.   |
| Single-family             |                 |   |
| Multi-family              |                 |   |
| Mobile homes              |                 |   |
| Schools                   | 65 to 70        | New construction or development should be undertaken only after an analysis of noise reduction requirements is made and needed noise insulation features included in the design.  |
| Libraries                 |                 |   |
| Churches                  |                 |   |
| Hospitals                 |                 |   |
| Nursing homes             |                 |   |
| Auditoriums               |                 |   |
|                           | greater than 70 | New construction or development should not be undertaken.   |
| <hr/>                     |                 |   |
| <u>Commercial</u>         | less than 70    | Satisfactory, with little noise impact and requiring no special noise insulation requirements for new construction.   |
| Retail                    |                 |   |
| Restaurants               |                 |   |
| Office Bldgs.             |                 |   |
| Hotels-Motels             | 70 to 80        | New construction or development should be undertaken only after an analysis of noise reduction requirements is made and needed noise insulation features included in the design.  |
| Movie theaters            |                 |   |
| Sports arenas             |                 |   |
| Playgrounds               |                 |   |
| Cemeteries                |                 |   |
| Golf courses              |                 |   |
|                           | greater than 80 | New construction or development should not be undertaken unless related to airport activities or services. Conventional construction will generally be inadequate and special noise insulation features should be included in construction. |
| <hr/>                     |                 |   |
| <u>Industrial</u>         | less than 75    | Satisfactory, with little noise impact and requiring no special noise insulation requirements for new construction.   |
| Manufacturing             |                 |   |
| Transportation            |                 |   |
| Communications            |                 |   |
| Utilities                 | 75 to 85        | New construction or development should be undertaken only after an analysis of noise reduction requirements is made and needed noise insulation features included in the design.  |

## LAND USE COMPATIBILITY STANDARDS (Cont.)

| Land Use                  | CNEL Range      | General Land Use Criteria   |
|---------------------------|-----------------|---|
| <u>Industrial</u> (Cont.) | greater than 85 | New construction or development should not be undertaken unless related to airport activities or services. Conventional construction will generally be inadequate and special noise insulation features should be included in construction. |
| Open                      | less than 75    | Satisfactory, with little noise impact and requiring no special noise insulation requirements for new construction.   |
| Agriculture               |                 |   |
| Mining                    |                 |   |
| Fishing                   | greater than 75 | Land uses involving concentrations of people (spectator sports and some recreational facilities) or of animals (livestock farming and animal breeding) should generally be avoided.   |

When an acoustical analysis is required, the following table of standards shall be applied to determine the extent of noise insulation for noise-level compatibility.

### ALLOWABLE MAXIMUM INTERIOR NOISE LEVEL<sup>1</sup>

| <u>Use</u>                             | <u>Interior Equivalent Energy Level (Leq)</u> |
|--|---|
| All residential, sleeping areas        | 45 dB   |
| All residential, non-sleeping areas    | 50 dB   |
| School classrooms                      | 50 dB   |
| School auditoriums; legitimate theater | 35 dB   |
| Libraries, recreation buildings        | 55 dB   |
| Church sanctuaries; movie theaters     | 40 dB   |
| Concert halls                          | 25 dB   |
| Industrial                             | 55 dB <sup>2</sup>                            |
| Commercial                             | 50 dB <sup>2</sup>                            |
| Office                                 | 50 dB   |

<sup>1</sup> Standards derived from various sources including EPA and HUD (FHA)/

<sup>2</sup> In areas where people work continuously on tasks not related to noisier interior activities. Noisier areas should not exceed 75 dB.



## Relationship to Other General Plan Elements

It was stated in a previous section on "Future Noise" that the future population of the City will not be subject to greater noise than the current population. This should not suggest that the City government should become passive and complacent on the subject. There still remains the problem of dealing with noise in the short-term future. This requires directing growth toward the quieter areas.

Although the General Plan is, by its nature, long-range it should take into account the desirability of staging growth in a reasonable manner. Therefore, the Land Use Element of the Plan should take the conservative approach of assuming that current levels of noise will remain until lower levels can be demonstrated. The Land Use Compatibility Standards provide guidance for noise compatibility.

The Circulation Element should take into account the relationship between noise and traffic volume. For example, a street with an average daily traffic volume of 30,000 vehicles will project a CNEL contour of 65 dB approximately 160 feet from the center of the outer lane; while 20,000 vehicles will project 65 dB only 115 feet. This makes a case for wide rights-of-way for busy streets, barriers or other noise mitigation measures being incorporated in traffic planning.

# Goals, Policies and Implementing Actions

## Goals

1. Abatement of unnecessary noise from automotive vehicles, airports railroad lines and stationary sources.
2. Undertake a comprehensive approach to noise reduction.

## Policies

1. Minimize truck use of residential streets.
2. Encourage the State to consider the desirability of noise barriers along selected segments of the freeways.
3. Enforce Vehicle Code noise emission standards.
4. Enforce Vehicle Code provisions which prohibit alteration of vehicular exhaust systems in a way that increases noise emissions.
5. Continue to cooperate with other effected agencies to achieve further reduction of airport-generated noise.
6. Participate in decisions on future extensions of rail transit lines through San Bruno.
7. Apply noise criteria to land use planning.
8. Require and implement mitigation measures to reduce noise effects on future projects.
9. Prevent the placement of new noise sensitive uses unless adequate mitigation is provided.
10. Cooperate with the Airport Land Use Commission in efforts to minimize the effects of aircraft noise.

## Implementing Actions

At the present time aircraft noise is the primary problem. National action is underway, which gradually may decrease noise from this source. Local enforcement of the State Vehicle Code provisions regarding maximum noise emissions and prohibitions against altering mufflers can control many of the single-event types of annoyances caused by motor vehicles.

1. Issue citations and fines for violations of the California Vehicle Code Noise Emission Standards.
2. Revise the zoning ordinance to incorporate noise/land use compatibility standards as a basic requirement of new development. Prohibit new noise-sensitive uses in areas where the noise level is too high. Apply ALUC infill criteria for new residential development in 70+CNEL areas.
3. Establish insulation requirements as mitigation measures for all development subject to noise levels higher than 65 dB.
4. Where areas are too noisy for proposed land uses, planning approvals may be withheld on the basis of inconsistency with the noise element of the general plan.
5. Apply ALUC height restrictions to new development in affected areas. Map areas subject to height restrictions.



# Appendix

## Definitions

|                                      |  |
|--------------------------------------|--|
| <u>Decibels, db:</u>                 | A unit for describing the amplitude of sound, equal to 20 times the logarithm to the base 10 of the ratio of the pressure of the sound measured to the reference pressure which is 20 micropascals (20 micronewtons per square meter).   |
| <u>A-Weighted Sound Level:</u>       | The sound pressure level in decibels as measured on a sound level meter using the A-weighting filter network. The A-weighting filter de-emphasizes the very low and very high frequency components of the sound in a manner similar to the response of the human ear and gives good correlation with subjective reactions to noise.  |
| <u>L10:</u>                          | The A-weighted sound level exceeded 10 percent of the sample time. Similarly, L50, L90, L99, etc.  |
| <u>Equivalent Energy Level, Leq:</u> | The sound level corresponding to a steady state sound level containing the same total energy as a time varying signal over a given sample period. Leq is typically computed over 1, 8, and 24 hour sample periods.   |
| <u>CNEL:</u>                         | Community Noise Equivalent Level. The average equivalent A-weighted sound level during a 24-hour day, obtained after addition of five decibels to sound levels in the evening from 7 p.m. to 10 p.m. and after addition of 10 decibels to sound levels in the night before 7 a.m. and after 10 p.m.  |
| <u>Ldn:</u>                          | Day-Night Average Level. The average equivalent A-weighted sound level during a 24-hour day, obtained after addition of 10 decibels to sound levels in the night before 7 a.m. and after 10 p.m.<br><u>NOTE:</u> CNEL and Ldn represent daily levels of noise exposure averaged on an annual basis, while Leq represents the equivalent energy noise exposure for a shorter time period, typically one hour. |
| <u>Noise Exposure Contours:</u>      | Lines drawn about a noise source indicating constant energy levels of noise exposure. CNEL and Ldn are the metrics utilized herein to describe community exposure to noise.  |
| <u>Ambient Noise Level:</u>          | The composite of noise from all sources near and far. In this context, the ambient noise level constitutes the normal or existing level of environmental noise at a given location.  |
| <u>Intrusive Noise:</u>              | That noise which intrudes over and above the existing ambient noise at a given location. The relative intrusiveness of a sound depends upon its amplitude, duration, frequency and time of occurrence, and tonal or informational content as well as the prevailing ambient noise level.   |

Equal  
Noisiness  
Zones:

Defined areas or regions of a community wherein ambient noise levels are generally similar (within a range of 5 db). Typically, all sites within any given noise zone will be of comparable proximity to major noise sources.

# ACOUSTICAL SCALE

| dBA | HUMAN RESPONSE       | OUTDOOR                 | INDOOR              |
|-----|----------------------|-------------------------|---------------------|
| 160 |                      |                         |                     |
| 155 | Lethal               |                         |                     |
| 150 |                      |                         |                     |
| 145 |                      |                         |                     |
| 140 | Painfully Loud       | sonic boom              |                     |
| 135 |                      |                         |                     |
| 130 |                      |                         |                     |
| 125 |                      | jet take-off at 200'    |                     |
| 120 |                      |                         | oxygen torch        |
| 115 |                      |                         | discotheque         |
| 110 | Physical Discomfort  | motorcycle at 20'       |                     |
| 105 |                      |                         |                     |
| 100 |                      | power mower             |                     |
| 95  |                      | diesel pump at 100'     |                     |
| 90  |                      | freight train at 50'    | food blender        |
| 85  | Annoying             | freeway traffic at 50'  | alarm clock         |
| 80  |                      |                         |                     |
| 75  |                      |                         |                     |
| 70  |                      | average traffic at 100' | vacuum cleaner      |
| 65  |                      |                         | electric typewriter |
| 60  | Intrusive            |                         |                     |
| 55  |                      |                         |                     |
| 50  |                      |                         | normal conversation |
| 45  |                      | light traffic at 100'   | refrigerator        |
| 40  |                      |                         |                     |
| 35  |                      |                         | whispering          |
| 30  |                      |                         |                     |
| 25  | Quiet                |                         |                     |
| 20  |                      |                         |                     |
| 15  |                      |                         |                     |
| 10  |                      | leaves rustling         |                     |
| 5   |                      |                         |                     |
| 0   | Threshold of Hearing |                         |                     |
| dBA |                      |                         |                     |



RANGE OF TYPICAL OUTDOOR NOISE ENVIRONMENTS  
EXPRESSED IN TERMS OF DAY NIGHT SOUND LEVEL (L<sub>dn</sub>), dB\*

| QUALITATIVE<br>DESCRIPTIONS                  | L <sub>dn</sub><br>DAY-NIGHT SOUND<br>LEVEL DECIBELS | OUTDOOR LOCATIONS  |
|--|--|--|
| City Noise<br>(Downtown Major<br>Metropolis) | -90-   | Los Angeles - 3rd Floor Apartment Next to Freeway          |
|  | -  | Los Angeles - 3/4 mile from Touch Down at Major<br>Airport |
| Very Noisy                                   | -80-   | Los Angeles - Downtown with Some Construction<br>Activity  |
|  | -  | Harlem - 2nd Floor Apartment                               |
| Noisy Urban                                  | -70-   | Boston - Row Housing on Major Avenue                       |
|  | -  | Watts - 8 miles from Touch Down at Major Airpor            |
| Urban  | -  | Newport - 3.5 miles from Takeoff at Small Airport          |
|  | -60-   | Los Angeles - Old Residential Area                         |
| Suburban                                     | -  | Fillmore - Small Town Cul-de-Sac                           |
|  | -  | San Diego - Wooded Residential                             |
| Small Town &<br>Quiet Suburban               | -50-   | California - Tomato Field on Farm                          |
|  | -  |  |
|  | -  |  |
|  | -  |  |
|  | -40-   |  |

\* From : Technical Supplement to Noise Element Guidelines; California Office of Noise Control, February, 1976.

# Open Space, Conservation, Scenic Corridors Element

## Introduction

The Open Space, Conservation and Scenic Corridors Element is an update of the 1974 General Plan element, revised to reflect current conditions, needs, and relevant State laws. The revised element retains the same format and many of the same policies as the 1974 element. The differences are primarily in providing more specific direction as to how to implement stated goals and policies, and greater recognition of limited City funds for development and maintenance of recreational and open space areas. The revised General Plan upholds the City policy of providing 2.5 acres of parkland per 1,000 population. No new sites are recommended for public acquisition; rather, as private property is developed, land should be reserved to help meet the City's open space, recreational and resource needs. Recommendations for improvements or expansion of parks and recreational facilities are considered long-term goals to be carried out as funds are available. Other new factors of the element are:

- Policy revisions to satisfy recent state laws and require adequate mitigation to maintain air and water quality, conserve energy, and minimize impacts of development in hazardous or environmentally sensitive habitat areas.
- Policies addressing the potential loss of open space and recreational facilities on closed school grounds.
- Provision of recreational opportunities for persons of all ages.
- Consideration of a linear jogging/bicycle path and landscaping in the vacant right-of-way along the west side of the railroad tracks.
- Greater recognition of the endangered San Francisco garter snake habitat on the airport lands.
- A desire to cooperate with private parties in beautification of the City, (i.e., San Mateo Avenue, scenic corridors, and private and public open space.)

## Definition of Open Space

The Government Code of the State of California defines open space as serving four primary purposes:

Open space for the preservation of natural resources, concerned with the conservation of water and vegetative resources, harbors, fisheries, wildlife, minerals, soils, and other natural resources.

Open space for managed production of resources, concerned with forest and agricultural lands, major mineral deposits, and water supply lands.

Open space for outdoor recreation, concerned with park and recreation areas, natural reservations, and areas of historical and cultural significance. It includes general open spaces that serve as visual amenities.

Open space for public health and safety, focusing on areas which involve fire hazards, geological hazards, water and air quality protection and areas in airport flight path and protection zones. Open space deemed necessary for the public welfare of the people is discussed in this category.

The Open Space, Conservation, and Scenic Corridors Element will follow these major classifications as relevant to San Bruno. Cross-references are made where topics are covered further in other General Plan Elements.

rt



# Open Space for the Preservation of Natural Resources

The preservation of natural resources at all levels is vital to the health and continuation of the world as we know it. Clean air and water are necessary for human health, and for the vegetation, animals and fish life that feed us. Preservation of wildlife and its natural habitats is increasingly difficult where there are pressures for continued urbanization. State and federal laws require protection of rare endangered or wildlife species and mitigation of other adverse environmental impacts. Protection of San Bruno's natural resources will preclude costly clean-up programs and enhance the community's aesthetic qualities.

## Vegetative Resources

### • Plant Communities

Natural plant communities in San Bruno include the Chaparral, Grassland, and Broadleaf/Riparian Woodland. These are described as:

**Chaparral:** Chaparral areas are characterized by heavily branched shrubs including scrub oak, chamise, and low branched shrubs such as coyotebush and poison oak. Chaparral is located on the dry south and east facing slopes of Crestmoor Canyon, the western hills, and other undeveloped areas.

**Grassland:** Grassland is represented by the Coastal Prairie plant community. It is generally found in the higher elevations and western hill areas.

**Broadleaf Forests (Riparian Woodland):** The Broadleaf Forests are characteristic by California buckeye and laurel and other deciduous plants found primarily in canyons and along water courses (riparian vegetation). In general, wildlife nesting and feeding sites are plentiful in the riparian woodlands.

These plant communities are represented by remainders of the original San Bruno natural environment and are of unique educational value in understanding natural systems and inter-relationships.

### • Other Vegetative Resources

The City park and open space areas contain both indigenous and introduced California natives: Wild Lilac, Coast Live Oak, Toyon, Buckeye, Jenesta, Elder, Wild Cherry, Coast Redwood, Monterey Pine, and Arizona Cypress. In Buckeye Park, twenty-five Coast Redwoods have been planted as a Redwood Remembrance Retreat. Eucalyptus and Pine trees are scattered on other City-owned parcels. These parcels, particularly in the Crestmoor region, have been designated as open space.

The Evergreen Windbreak and the Monte Verde Corridor are important open spaces in Rollingwood. These areas are in public and private ownership; some in utility easements. The Evergreen Windbreak, extending from Fleetwood Drive to east of the Carl Sandburg School, is a corridor of evergreen trees which provides a windbreak and visual relief. The windbreak is of particular importance due to the high winds which predominate in upper Rollingwood. The

Monte Verde Corridor, extending from northwestern City limits southerly between Fleetwood and Oakmont Drives to Riviera Court, is a series of long, narrow, privately-owned single-family lots. The rear slope of these lots is too steep for development and is randomly landscaped. The City now controls major pruning or removal of vegetation from these scenic areas. Maintenance responsibility is the property owners'.

The large, dense Eucalyptus groves on the undeveloped parcels of Bayhill are also valuable vegetative resources. They are aesthetically pleasing, particularly in contrast to the surrounding urban environment. They also serve as windbreaks and noise buffers to the Mills Park residential neighborhood.

The open grasslands, marshy areas and scrubby vegetation on the airport lands are potentially valuable in association with the San Francisco Garter Snake habitat. The marshy areas provide food and shelter for the snakes. Grasslands may be used as mitigation corridors. Eucalyptus trees along the railroad tracks also provide a visual and noise buffer for residences in Lomita Park.

The grass and brush covered hills of the San Francisco jail site and Coast Guard property are also valuable as natural open space areas separating urban uses from the Sweeney Ridge parkland. Crestmoor Canyon and Junipero Serra County Park are other valuable resource areas.

Trees and shrubs along the City streets enhance the City's scenic quality. Private landscaping, particularly along well traveled thoroughfares, contributes to the City's beautification efforts. Landscaping, design, and street planting are discussed more thoroughly in the Land Use and Scenic Corridors Elements.

## **Wildlife Habitat<sup>1</sup>**

### **• Mammals**

To some extent, the Black-Tailed Jack Rabbit, Deer Mouse, California Meadow Mouse, Coyote, and Raccoon can occasionally be found in the Crestmoor Canyon area and Junipero Serra Regional Park. The Grey Fox, Valley Pocket Gopher, Brushrabbit, Coast Deer, Bobcat, and Virginia Opossum, can be seen at times. The natural vegetation, seasonal availability of water, and isolation of these areas make them valuable wildlife habitat areas.

### **• Birds**

Certain avians have found nesting places within the City's parks and general open spaces. Species common to chaparral include California Quail, Chestnut-backed Chickadee, California Thrasher, and the Rufous-sided Towhee. In grasslands, the Brewer's Blackbird and Mourning Dove are sometimes found. Other birds found in San Bruno include Allen's Hummingbird, Robin, Bluejay, Mockingbird, and Acorn Woodpeckers.

---

1 Habitat is the area or type of environment in which an organism or biological population normally lives. The basic elements of habitat are water, vegetation, climate, and food.



## • Reptiles and Amphibians

A few reptiles and amphibians find habitat in San Bruno. These include the Pacific Gopher Snakes, Arboreal Salamander, and Western Toad. The San Francisco Garter Snake, an endangered species, lives on portions of the airport lands (see below).

## • Rare and Endangered Species

The San Francisco Garter Snake (*Thamnophis sirtalis tetrataenia*) is an endangered species known to live in and near San Bruno, generally west of Skyline Boulevard (particularly within the Crystal Springs Reservoir watershed), and on marshy vacant lands west of Highway 101, known as the "airport lands."

The garter snake is federally listed as an endangered species, and considered one of the most beautiful snakes in North America.<sup>1</sup> It has a wide strip of greenish-yellow edged with black along its back bordered on each side by a broad red and black stripe. The belly is greenish-blue in color and the top of the head is red.<sup>2</sup> Adults grow to a length of 18 to 51 inches.<sup>3</sup>

Historically, the San Francisco garter snake was found on the San Francisco Peninsula from approximately San Francisco County line south along the base of the Santa Cruz Mountains to at least Crystal Springs Reservoir and along the coast south to Ano Nuevo Point. Many of the snakes' habitat areas have been destroyed by urbanization. Their present distribution is in isolated pockets within the historical range. The airport lands east of San Bruno represent the northeasternmost known occurrence of the snake on the peninsula. It is one of only five known locations of the snake (others have not been confirmed) and thus is a very significant location in terms of the continued existence of the subspecies.<sup>4</sup>

A two year study, funded by CalTrans and the Federal Highway Administration, is being undertaken to obtain more information on the snakes' biology and ecology, and to discuss the potential for future development of the property. The study is required as mitigation for a proposed highway project in the vicinity (completion of Interstate 380 between San Bruno Avenue and the San Francisco International Airport).

## Soils

Erosion is generally not a serious problem in San Bruno east of I-280. Most of the land is developed and slopes are less steep. During the 1982-83 winters, however, some erosion occurred along the eastern edge of Junipero Serra Park.<sup>5</sup> Steeper hillside lands west of I-280 are subject to soil erosion particularly where unnatural cuts and grading have occurred.<sup>6</sup>

---

1 Fitch, 1965

2 Department of Fish and Game, 1980; Fitch, 1965

3 Stebbins, 1966

4 Department of the Interior, Fish and Wildlife Service, March 14, 1983, correspondence by William F. Shake, Assistant Regional Director to Federal Highways Administration.

5 San Bruno Public Works Department

6 Geotechnical Hazards Synthesis Map for San Mateo County, 1976.



Erosion has been a problem in the Crestmoor and Rollingwood/Monte Verde planning areas. Recent winter storms have caused significant erosion in lower Crestmoor Canyon. Exposed hillsides and poorly engineered cuts and fills are potentially erodable areas.

Developed areas west of Skyline Boulevard are underlain with bedrock, with poor to good slope stability. Higher up the hillsides, at the base of steeper slopes and in small gullies, lands are subject to frequent landslides and severe gullying. The San Francisco jail site is underlain with alluvial deposits (soils washed down from the surrounding hills) resulting in poor to fair slope stability.

Soils that wash down from the hills eventually find their way to the Bay. The Regional Water Quality Control Board has an interest in the effect of soil erosion on San Francisco Bay water. The Water Quality Control Plan (Basin Plan) for the San Francisco Bay Region encourages local governments to regulate erosion and sedimentation. If local governments do not adopt adequate controls, the Regional Board can enforce erosion control by issuing localized waste discharge requirements. San Bruno revised its grading ordinance in 1981 to satisfy Regional Water Quality Control Board and ABAG requirements.

## Water Resources

San Bruno's water supply comes from two sources: City ground wells and the Hetch Hetchy source through the City and County of San Francisco Water Department.

### • Well System

The City owns and operates four ground wells which tap an aquifer below the eastern part of the City. Additional well sites are being tested and plans to drill are underway.

There is no evidence that the present rate of well usage exceeds the long term safe yield of the basin, thus there is no evidence of significant overdraft. No estimate can now be made as to a practical safe yield and how much pumpage can be carried on in this area without threatening basin depletion. Therefore, if ground water usage is to be increased, it should be done cautiously, with adequate monitoring.

---

1 Hydrogeologic Report - Water System Master Plan, 1982, Barrett, Harris and Associates, Menlo Park

## • San Francisco Water

San Bruno has contracted with the City and County of San Francisco for a supplemental supply from its water system since the 1950's. The system distributes water that originates in the Hetch Hetchy Valley of Yosemite National Park to 31 Bay area agencies. It serves roughly 60% of the City's water supply, or 975 million gallons per year.

The City's contract for San Francisco Water assures a fixed amount of water per year, based upon the City's 1981 peak level use. The water contract expired in 1982, however, the City is currently being served under a month-to-month contract pending the outcome of a lawsuit over water rates (City of Palo Alto, et al vs. City and County of San Francisco).

The City does not expect future demand for water in San Bruno to increase significantly. Most of the City is already developed and the City population projections are for a declining resident population. Some existing uses may change or intensify, however, and lands within the City's Sphere of Influence may be annexed for development. Such proposals must be considered in terms of long term availability of water.

## Water Quality

Water from San Bruno's well system is generally good quality potable water suitable for domestic use. Well water hardness ranges from 14 to 18 grains making the use of water softeners desirable. Its hardness is due to a high mineral content. The levels are within the range allowed by the State Department of Health. Hetch Hetchy water is soft and fluoridated for dental protection.

## Air Quality

Air quality in San Bruno is closely related to air quality throughout the San Francisco Bay Area. Regional climatic factors, topography, wind patterns and seasonal temperature inversions affect the Bay Area as a whole. The San Francisco area's most serious pollution problem is attributable to mobile sources, primarily hydrocarbons, nitrogen oxides and carbon monoxide emissions, related to automobile emissions. San Bruno's air quality is likewise most affected by automobile emissions.

The San Bruno area experiences frequent temperature inversions (warmer dry air, riding over cool marine air at varying heights) which create a layering effect, limiting the volume of air into which pollutants can be dispersed. The inversion and wind speed determine the ventilation or total volume of air available to dilute and disperse pollution. However, poor ventilation during the warm, sunny months, which fosters the development of photochemical oxidant, usually creates a May to October "smog season", when air pollution is quite apparent.

---

1 Air Pollution and the San Francisco Bay Area, prepared by the Bay Area Pollution Control District, March 1976



## • Regulation of Air Quality

San Bruno is part of the San Francisco Bay Area Air Quality Management District (BAAQMD) which regulates air pollution emissions throughout the Bay Area according to regional air quality standards. Air quality standards are set by the federal government (Air Quality Act of 1967), implemented through the Environmental Protection Agency, and the State Government (Air Resources Board). Pursuant to the Clean Air Act of 1970, the BAAQMD and the Association of Bay Area Governments (ABAG) have developed an Air Quality Maintenance Plan (AQMP) to develop long term control strategies for attaining and maintaining air quality standards. The Plan establishes acceptable levels of air contaminants (ozone, carbon monoxide, nitrogen dioxide, sulfur dioxide, and total suspended particulates) based on (1) anticipated vehicular emissions in the area related to population and employment projections and land use patterns, and (2) on current and potential stationary source emissions, most commonly industrial uses.

The San Francisco Bay Area is one of the state designated critical air pollution basins. During the past several years air quality standards for ozone and suspended particulates have been exceeded more than three times in the Bay Area. As a result, the Bay Area Air Basin has been designated as a "non-attainment area" and a plan developed to reduce air pollution in the area.

Specific information on air quality in San Bruno is not available. The Bay Area Pollution Control District which monitors air quality in communities throughout the Bay Area, does not operate an air monitoring station in San Bruno. Information on observed levels of pollutants and the number of days ambient air quality standards were exceeded is presented for the BAAPCD monitoring stations at Burlingame, San Francisco, and Redwood City for 1981.

In order for San Bruno's General Plan to be consistent with the AQMP, the City's population and employment projections must fall within those anticipated in the AQMP. The City must assure that the cumulative air quality impacts of land use patterns, potential development, and circulation policies for San Bruno are adequately mitigated. The General Plan must also require individual project analysis and impact mitigation consistent with CEQA requirements.

## • The Potential Air Quality Environment

Approximately 80% of the land in San Bruno is developed with urban uses. The General Plan Land Use Element proposes few changes in land use and a limited amount of new development. At maximum permitted densities, the General Plan will allow approximately 700 new residential units and a significant expansion of commercial and office space at Tanforan and Bayhill. The Belle Air North industrial/residential area east of Montgomery Street may eventually convert to planned industrial uses. Depending on the uses, this change could affect air quality. Without further information on the potential types and intensities of uses, it is not possible to evaluate potential air quality impacts.



Anticipated residential development under San Bruno's General Plan approximates the ABAG population projections used in setting air quality standards for the AQMP. Thus, the General Plan is adequate in meeting air quality standards for anticipated growth.

### • Air Quality Impact Mitigation

The California Environmental Quality Act (CEQA) requires mitigation of all significant effects of proposed projects. "Projects" are defined to include not only individual development plans but General Plans and amendments thereto. Recommended mitigation measures of San Bruno's General Plan are:

(1) Alternative Transportation Modes: to support transit services to Tanforan Shopping Center and Bayhill complex, encourage frequent accessible transit service where needed, and coordinate local and regional systems; consider effect of parking requirements on transit use (i.e., provision of excess parking can counteract policies to minimize auto use).

(2) Mixed land uses: encourage mixed uses, such as residential, commercial and office, within a single project to reduce vehicle trips.

(3) Compatible land uses: favor land use patterns that will reduce vehicle miles traveled (e.g., locating residential uses near services, transit, shopping) where compatible. Minimize impact of localized air pollutants on sensitive land uses (hospitals, senior citizen housing, parks, etc.) with buffer areas and careful siting.

### Energy Conservation

State laws protect individuals' rights to alternative energy systems and offer incentives for their use. Each parcel in the subdivision has the right to receive sunlight across adjacent parcels for any solar energy systems. (Section 66475.3 of State Government Code). The Solar Shade Control Act prohibits the placement of vegetation in locations that would shade a solar collector on another's property. Section 66473.1 of the State Government code requires that residential subdivisions provide to the extent feasible for passive and natural heating and cooling opportunities.

San Bruno's Subdivision Ordinance satisfies State requirements for passive or natural heating and cooling (Section 21.5-12.5, Ordinance No. 1352). Few development projects have utilized alternative energy design, however, except on an individual basis. New energy standards for residential buildings (Title 24 of the California Administrative Code) apply to all new and additions to residential buildings. Hotels, motels, and buildings with four or more habitable stories are covered by the standards; historical buildings and buildings in which all energy for space heating, space cooling and water heating is provided by nondepletable resources are exempt. Energy Conservation Standards for non-residential structures are being developed as well.

In addition, the California Energy Commission adopted administrative regulations which are in Title 20 of the Administrative Code. These regulations govern enforcement by local building departments, permit requirements and other compliance tools.

San Bruno is participating in a wind energy monitoring program. Wind is measured with a wind anemometer atop Sweeney Ridge.

## Open Space for the Managed Production of Resources

San Bruno has no resources which are presently managed for production. These would include agricultural uses, forest lands, mineral deposits, or fisheries. In the conservation section of this report, the importance of the managed production of water resources has been discussed.



# Open Space for Outdoor Recreation, Parks and General Open Space

## Park Standards

The City of San Bruno has eighteen parks: eight tot lots (parks generally less than one acre in size), nine neighborhood parks (generally one to five acres in size); and City Park, a 31.5 acre community park with a recreation hall designed to serve community recreational needs. Junipero Serra County Park (93.3 acres) is a regional park owned and operated by the County of San Mateo.

There is little agreement among authorities about how much park land should be provided to a given population. The National Recreational and Parks Association recommends one acre of park and recreation space for each one hundred population, and one-quarter of a mile maximum service distance for a neighborhood playground.<sup>1</sup> The National Recreation Association general standard is five acres per 1,000. Many cities in California have standards ranging from one to five acres per 1,000 persons. Each city must establish its own park acreage standards in relation to what is realistically available and what is necessary to satisfy the needs, desires, and general health and welfare of its residents. The City's 1974 Open Space, Conservation and Scenic Highways Element established a city-wide standard of 1.9 to 2.3 acres. San Bruno's Subdivision Ordinance requires the dedication of land (2 acres per fifty lots); or where less than fifty lots are involved, the dedication of in lieu fees based upon the assessed value at a ratio of 4.5 acres per 1,000 population. Land or in lieu fee dedication for park and recreational purposes is permitted under State law (Public Resources Code Section 66477).

San Bruno's 18 parks total approximately 90 acres. With a population of 35,417 (1980 census), San Bruno provides approximately 2.5 acres of park land per 1,000 residents. In addition to San Bruno parks, many residents use Junipero Serra Regional Park and school grounds available for recreational use. If Junipero Serra Regional Park acreage is included, the ratio of parkland to resident becomes 5.2 acres per 1,000 persons. If school grounds available for recreational use (approximately 130 acres) are included, San Bruno's parks per population standard is 8.8 acres per 1,000. Presently school grounds may not always be available for public recreational use and thus should not be figured into the City wide ratio. Wherever possible, school grounds should be retained for public recreational use to supplement areas deficient in park facilities.

The present amount of parkland will be adequate to maintain the City wide park per population ratio for projected populations. Neighborhood needs and needs specific to ages and interests should be addressed as recommended in this element. At the future projected population of 32,700 (year 2000), parkland per population ratio would be 2.7 to 5.4 acres per 1,000 people (with and without Junipero Serra Park, respectively).

---

1 Robert L. Horney, "Suggested Area Standard for Parks and Recreation", The Municipality, (June 1966)

In 1974, an inventory of City parkland, open space, and school grounds was prepared evaluating the ratio of parkland to population in each planning area and recommending additional facilities where deficiencies occurred. This analysis has been updated for informational purposes and is contained in Appendix A. The updated General Plan recommends no further acquisition of parkland due to presently limited funds for development and maintenance, and because the current and projected City wide parks per population ratios more than satisfy the desired standard. Some planning areas are, however, still deficient in convenient recreational opportunities. In these areas, in particular, it is important to retain use of school grounds and to provide on-site recreational facilities and open space for residents in new large residential developments.







# Parks, Recreational Facilities & Open Space Map City of San Bruno, California

## MAP SYMBOLS

- CITY BOUNDARY
- SPR LO
- PRIVATE ROAD
- FIRE ROAD
- WATER TANK
- WATER PUMP STATION
- SEWER LIFT STATION

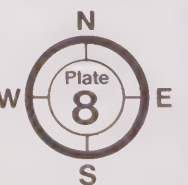
- ELEMENTARY SCHOOL
- INTERMEDIATE SCHOOL
- HIGH SCHOOL
- PRIVATE SCHOOL
- SPECIAL SCHOOL
- FORMER SCHOOL SITE
- POLICE STATION
- FIRE STATION

- CIVIC FACILITY
- PARK
- TOT LOT

0 600 1200 2400 Feet

Ironside & Associates  
Planning Consultants

0 0.1 0.25 0.5 One Mile







## **Analysis of Recreational Opportunities by Planning Area**

### **• Pacific Heights—Portola Highlands—Western Sphere of Influence**

Parks in this planning area include Ponderosa, Pacific Heights, and Portola Highlands Parks. Other recreational facilities are the Portola Community Center at Portola School and a vista point on the Skyline College campus. Park acreage (15.6 acres) is adequate to serve the present population (3.4 acres per 1,000 population). By the year 2000, the ratio will drop to approximately 2.7. Potential major residential projects, including development of the Pacific Heights Shopping Center, part of Skyline College property and the jail site, should supplement existing City recreational opportunities with on-site facilities for their residents. School grounds now available for recreational use should continue to be available for public use should the schools close.

### **• Rollingwood—Monte Verde**

Monte Verde Park, and the Fleetwood and Catalpa tot lots provide this planning area with a total of 5.6 acres or 0.9 acres per 1,000 population. The estimated future park ratio per population is the same, with no significant population growth expected. Monte Verde Park is situated on the edge of the area and thus does not serve the entire area adequately. This leaves much of the area deficient in convenient park space. Since there are few opportunities and limited funds available to provide additional park space, it is important to retain use of school grounds for recreational use wherever possible. If funds become available for park development and continued maintenance, consideration should be given to development of some of the City-owned open space in this planning area for recreational use.

### **• Crestmoor**

Buckeye Park and Earl and Glenview Park are the only parks serving the Crestmoor planning area for a total of 7.7 acres of parkland. A considerable amount of open space serves as scenic areas but most of it is not usable as parkland because of steep slopes. Crestmoor Canyon (approximately 75 acres) is the largest open space area. The plan calls for maintaining it as natural open space for limited recreational use.

Public parkland is not evenly distributed throughout the neighborhoods nor is it adequate in terms of acres per 1,000 population (1.3 acres per 1,000, present and future). Crestmoor High School, John Muir School, and on-site facilities at Shelter Creek and Crystal Springs Terrace supplement the city parks in southern Crestmoor. North of San Bruno Avenue residents are served only by Earl and Glenview Park and Crestmoor School. The eastern half of the former Willard Engvall School site has been approved as a golf driving range.

In order to improve the recreational opportunities in this planning area, it is critical that school grounds be retained for public use. When the land use element of the General Plan was recently amended as to the Crestmoor High School site, a 7.5 acre area was designated as a park site to avoid the loss of an area which had long been used for student and community recreation.



- **Huntington Park—Parkview**

City Park (31.5 acres) is well used as a community and neighborhood park. It satisfies the planning area's present and anticipated needs for parkland at a ratio of 6.3 acres per 1,000 population. Junipero Serra Regional Park and Capuchino High School also serve this area.

The open spaces near Crystal Springs Road and Cunningham Way are City-owned. Any additional landscaping on these spaces should be selected carefully to complement the existing natural setting. Off road motor vehicles use this area. The City should investigate inexpensive means to discourage their use.

- **Mills Park**

Grundy Park (3½ acres) is the only park in the Mills Park neighborhood. Decima Allen and Edgemont School have some open space available for public recreation. Edgemont School site is used as a senior center, day care center and school administrative offices.

Park acreage in Mills Park (1.3 acres per 1,000 population) does not meet the City's desired standard of 1.9 to 2.3 acres per 1,000. The area's proximity to City park and Junipero Serra Park, with multi-purpose facilities, is sufficient, however, to account for residents' needs.

- **Bayhill—Lincoln Navy Center—Tanforan**

Commodore Park (4.5 acres), San Bruno's newest park, serves this area. In addition, two large apartment complexes have on-site open space and recreational facilities. Bayhill office complex includes landscaped open space areas for employees to sit or eat their lunch. Within the Naval Base lands have been provided for City residents to develop a garden.

Commodore Park satisfies present park needs of residents (2 acres per 1,000). Development of a sports field/park with commuter parking facilities near the I-380/I-280 interchange is under consideration. The City is working with CalTrans on the possible development of this site in the future.

Open space areas are important in this downtown area. Additional open space land should be reserved for employee recreational or sitting areas as vacant commercial/office lands develop.

- **San Bruno Park and Belle Air**

There are seven parks that serve the San Bruno Park/Belle Air residential neighborhoods: Bayshore Circle, Herman, Seventh Avenue and Walnut, Forest Lane, Seven Avenue, Posey, and Belle Air (Belle Air Park is also known as the Lions Field). Total park acreage is 6.3 acres. Belle Air School provides an additional 5.2 acres of usable open space. Parkland per population cannot be determined for this area because of census tract reporting but it is estimated that the neighborhoods are deficient in park space. Future potential population is difficult to estimate: parts of the Belle Air north area, east of Montgomery Street, may eventually convert to industrial uses reducing resident population.

The General Plan proposes increasing recreational opportunities for this area by encouraging development of a jogging/bicycle trail along the Muni right-of-way beginning at the present railroad station and extending south to Millbrae City limits. The trail would be an interim use until the area is needed for transit or other use. A natural alignment for the trail exists now in a depressed area on the west side of the tracks. This area is separated from the railroad tracks by a berm and trees. The area is currently used by people jogging and walking and would be a desirable addition to the City's recreational facilities. The trail would extend approximately 3/4 mile south to the Millbrae city limits. Millbrae and Burlingame have expressed interest in continuing a trail through their jurisdictions. Arrangements must be made with the San Francisco Muni system to lease the property. Development and maintenance costs would not be significant as facilities are simple and landscaping is mostly in place.

### • Lomita Park—Eastern Sphere of Influence

Residents of Lomita Park have limited recreational opportunities. Lomita Tot Lot (0.2 acres) is the only City park in the neighborhood. Lions Field is not far though necessitates a railroad crossing. Capuchino High School, with 10 acres of recreational area, is also close enough to serve Lomita Park. Open lands along the railroad tracks and on the airport property are now used informally for recreation. The proposed jogging/bicycle trail along the railroad right-of-way, and the possible use of some of the airport lands for open space and recreational use would benefit this area.

The City's eastern sphere of influence, known as the airport lands, now provide open space and some recreational opportunities. Permitted uses of this site should include indoor recreational facilities, such as racketball or a health club. If the site is developed, some open space land should be reserved for wildlife habitat (San Francisco garter snake).

### Program and Responsibilities

The City Park and Recreation Department offers a wide variety of cultural, fitness, and recreational programs. These programs vary according to season, funding, and popularity, but generally include arts and crafts classes, music and dance activities, fitness programs, regularly scheduled recreational programs at the City Recreation Department and seasonal sports at City Park. The City also operates or cooperates with three senior citizen programs: the American Association of Retired Persons, meeting monthly at Edgemont Elementary School; the Senior Citizen Clubs, meeting weekly at the Recreation Center for lunch and activities; and the Senior Nutrition Program, a county-run hot lunch program offered weekdays at the Edgemont School.

Senior citizen programs are well-attended and in need of additional facilities. There is also demand for additional adult recreational programs. The City should consider offering additional adult programs and look into the use of closed school sites for such community needs.

The City offers a tiny tot recreation program four days a week at the Recreation Center. There are several private or non-profit group day care facilities in San Bruno as well; one uses part of the Edgemont School site. The City also cooperates with several schools in offering after school neighborhood playground programs for grades three through six.



Four special needs recreational programs are offered for persons unable to participate in a regular recreational setting. The City also operates activity centers with meeting facilities at the recreation Center, Portola Highlands Community Center, Skyline Activity Center, and Carlton Corners Activity Center.

The Park and Recreation Department has responsibility for improving and maintaining parks, street trees, and for landscaping school grounds used jointly for public recreation. Over the past four years, maintenance responsibilities have grown considerably with the addition of: 18 miles of median strip, ten acres of park lands, street benches, trash cans and 1500 new street trees.

At the current staffing level (22 full time and six to ten temporary employees), the department has limited capabilities to take adequate care of any additional park or landscaped areas. Consideration should be given to long term maintenance costs as well as current development costs before new projects are approved.

## Historical and Cultural Areas

### Historical Areas

The City of San Bruno supports the designation and preservation of historic and cultural sites. The Historic Site Committee of San Mateo County, in 1966, prepared a study of historic sites for the San Mateo County Regional Planning Committee. Two historic landmarks in San Bruno were recognized, and it was recommended that these sites be designated as landmarks. These sites are:

**Tanforan Race Track:** Significant in aviation history and as a military establishment during World Wars I and II. The site was first used as a race track in 1899.

**Site of the Beginning of the State Highway System:** The California State highway system began at the intersection of El Camino Real and San Mateo Avenue. On August 7, 1912, ground was broken for the first State highway at ceremonies in front of Uncle Tom's Cabin.<sup>1</sup>

The Tanforan Race Track, now the site of the Tanforan Park Shopping Center, has been recognized with a plaque. The beginning of the California State highway system, at the intersection of San Mateo Avenue and El Camino Real, should also be designated in a landscaped setting as part of the scenic corridor plan or as part of a beautification program of San Mateo Avenue.

### Cultural Areas

There are eight recorded archaeological sites in San Bruno. Additional undiscovered sites may exist since most of San Bruno has not been archaeologically surveyed. The Department of Anthropology at San Francisco State University has updated files on recorded archaeological sites in San Bruno.<sup>2</sup>

1 Historic Site Subcommittee Report for County of San Mateo, 1966, p. 10.

2 Michael J. Moratto, Director of Archaeological Research, Department of Anthropology, San Francisco State University



CEQA requires that any significant impacts on archaeological resources be identified during project review and mitigated. Since the locations of all the archaeological sites are not known, all sites of major developments should be inspected by an archaeologist to satisfy CEQA requirements. The City should assure that any mitigation measures recommended in the EIR are carried out.

## Scenic Corridors

### Scenic Corridor Concept

State planning law requires the preparation of a local scenic highways element to establish and protect scenic highways. Official scenic highways are so designated by the State Scenic Highway Advisory Committee after plans have been adopted and submitted by the City. Highways eligible for such designations are listed in the Street and Highways Code Section 263.

Currently, the only designated scenic highway in San Bruno is Interstate 280. The City has no plans at this time to initiate designation of any other state routes.

There are some locally designated scenic corridors in San Bruno. These are Crystal Springs Road, between Oak Avenue and Junipero Serra Freeway, and Sneath Lane, between El Camino Real and the westerly City limits. These are designated as local scenic corridors under City Ordinance 1284. The ordinance requires voter approval of any "buildings or other structures, modifications, or redevelopment thereof which encroach upon, modify, widen, or realign (these) streets".

The following principles should be considered in designating scenic corridors.

- Scenic corridors should be planned for the interest and safety of the pedestrian, cyclist, and motorist.
- Scenic corridors should provide linkages between major open spaces of the City.
- Scenic treatment should consist of live vegetation; use of artificial substances should be discouraged.
- Plantings (trees, shrubs, flowers) must be compatible with the existing scenic quality provided by natural vegetation and private landscaping.
- Plantings must be compatible with local climatic conditions and be selected with concern for maintenance requirements.

It is important that a comprehensive scenic treatment plan for all designated streets be developed, even though the actual improvements cannot be made all at once. City-wide planning for scenic improvements will assure harmony and balance in design, and it may identify ways to reduce costs by purchasing materials in large quantities.

## Existing and Potential Scenic Corridors

### • Existing

Interstate 280. Interstate 280 has already been designated a Scenic Highway by the State. The City is on record in support of any beautification efforts along the freeway including a position against further encroachment into the natural setting to the west. Development along Interstate 280 should be designed to protect the scenic elements.

Skyline Scenic Recreation Route. The adopted route of the Skyline Scenic Recreation Route passes through a portion of San Bruno. The route begins on Skyline Boulevard, north of San Bruno, extends west of Sharp Park Road to the westerly boundary of Skyline College, through the lands owned by San Mateo County to Sweeney Ridge, and along the western edge of the watershed. As part of preservation of the scenic qualities of this route, it is important that the route remain as hiking and walking trails and that vehicular access not be allowed.

Crystal Springs Road/Avenue. This road is an excellent example of a major road in an urban area which retains the feeling of being in a rural, natural setting. It is bordered by Junipero Serra Regional Park and City Park. Mature trees provide a scenic corridor along the upper reaches of the road. The number and placement of traffic safety and directional signs should be sensitive to preserve the scenic quality and not clutter the natural setting.

Sneath Lane. The lower reaches of Sneath Lane have been landscaped with median planters. The cemetery borders the northern edge of Sneath Lane offering open space and views of distant hills. West of I-280, Sneath Lane curves upward through eucalyptus groves and native shrubs. At its uppermost length, it borders the San Francisco jail site with views of the coastal mountains. These landscaped areas and views make Sneath Lane a naturally scenic corridor worth protecting.

### • Potential

Interstate 380. The landscaping on this freeway also makes it a potential scenic corridor.

Skyline Boulevard (Highway 35). This street is a candidate for a scenic corridor because it abuts the San Francisco Watershed lands. Since the State will be improving this road between Sneath Lane and Berkshire Drive, the City should request that additional planting be placed upon certain areas that are now bare. Native vegetation thrives along Skyline Boulevard and should be maintained as part of the scenic corridor. The City should consider designating all of Skyline Boulevard within the City limits as a scenic corridor.



## Other Street Beautification Projects

San Bruno has undertaken several street beautification projects to enhance the City's visual appeal. Existing trees are incorporated into new developments (e.g., Bayhill); landscaping plans to provide natural buffers and to protect the City's natural character. The City Architectural Review Committee reviews site and landscaping plans for new development.

**El Camino Real (Highway 82).** Landscaping of the median strip down El Camino Real is partially completed. Although in other cities, parts of El Camino Real have been designated as scenic corridors, many scenic improvements would be necessary before the street could be classified as a scenic corridor in San Bruno. New development and renovation of existing buildings should incorporate good design and landscaping.

**San Mateo Avenue (central business district).** Trees and flowers are planted in street level planter boxes along San Mateo Avenue, between El Camino Real and Huntington Avenue. Some merchants provide individual landscaping in barrels in front of their places of business. Additional landscaping of the rear parking lots and walkways connecting to San Mateo Avenue would further enhance the area and encourage use of the rear parking lots. The City should encourage merchants and property owners to develop a design/landscaping plan for San Bruno Avenue.

**San Bruno Avenue** from Skyline to El Camino Real has scenic value which warrants protection and improvement. Some landscaping has been placed on the City-owned slopes of upper San Bruno Avenue and at San Bruno Avenue and Chestnut. The Bayhill development has left a significant number of the eucalyptus trees along San Bruno Avenue. As the rest of Bayhill is developed, the remaining trees should be retained as much as possible. San Bruno Avenue from El Camino Real to the Bayshore Freeway needs substantial scenic treatment as one of the City's major entrances. The City has landscaped a small area at the intersection of San Mateo and San Bruno Avenue and near San Bruno Avenue and the freeway.

**Huntington Avenue/Railroad Tracks.** The City has landscaped along the east side of Huntington Avenue from the southern City limits to San Bruno Avenue (with an interruption between Florida and Sylvan Avenues) to buffer the train noise and activity from neighboring residences. CalTrans is landscaping beneath the I-380 overpass, along the railroad right-of-way. Large eucalyptus trees along the airport lands western boundary complement the City's plantings. Eventually, hedges should run continuously along both sides of the railroad tracks extending north to I-380 on the west side, and from Belle Air Park to Tanforan Avenue along the east side. Landscaping plans should be coordinated with planting beneath I-380 and with the proposed linear trail. Plants should not exceed six feet for safety reasons, and should require low maintenance.

**Entrances to the City.** The visual image of the City is often formed at the entry point. San Bruno has several major points of entry that should be recognized. The entry at San Bruno and San Mateo Avenue is landscaped; landscaping is underway at San Bruno Avenue and the Bayshore Freeway.



To enhance the entrances, the City should consider not just the role of a sign or landscaping, but the creation of an architectural nodal or focus point at points of entry and exits. Development visible from the entrance ways should be carefully designed with this importance in mind.

## **Bike Routes**

The following roads are designated as bike routes in the City's General Plan:

College Drive from Skyline Boulevard to Skyline College  
Crestmoor Drive  
Fleetwood Avenue  
Jenevein Avenue

Few improvements have been made, other than signs on some of the routes.

The County of San Mateo's current bicycle plan designates four bicycle routes in San Bruno, categorized by the level of needed improvements. The bicycle plan is being reviewed and updated by the San Mateo County Bikeway Advisory Committee for inclusion in the County's Circulation Element. The following routes in San Bruno are designated in the bike plan:

- (1) Sneath Lane, Skyline to El Camino Real
- (2) El Camino Real
- (3) San Bruno Avenue, El Camino Real to Airport Boulevard
- (4) Skyline Boulevard
- (5) Crystal Springs Road
- (6) The Muni right-of-way along the railroad tracks throughout the length of San Bruno.

The General Plan recommends expanding the bicycle routes to include routes included in the County's proposed bike plan. The proposed linear park along the muni right-of-way will include a bicycle trail south from the present train station to the Millbrae northern city limits.

## **Open Space for Public Health, Safety and Welfare**

This element will discuss maintaining open space for the protection of public health, safety, and welfare. The regulation of development and water and air quality is the responsibility of other relevant elements and agencies, respectively.

The General Plan supports retention of all previously designated open spaces for public health, safety and welfare purposes and recommends some additional open space lands. As the remaining lands develop, the City should continue its practice of reserving hazardous lands and those necessary to protect unique wildlife habitats (e.g., the San Francisco garter snake) as open space. Lands subject to flooding, liquefaction, seismic and geologic problems, erosion, and other hazards environmentally sensitive habitat areas, and archaeological sites may be set aside as open space. In most cases, this will apply only to a portion of a parcel so that development could occur on the

safe or less sensitive portions. These standards should also apply to presently developed lands that are to be reused for other purposes. The City should also work with neighboring jurisdictions to maintain open space areas to the mutual benefit of the communities.

# Goals, Policies and Implementing Actions

## Goals

The goals of the Conservation, Open Space and Scenic Corridors element are:

1. To recognize open space as an integral part of planning for the overall improvement of the City.
2. To generate an awareness through public discussion of the importance of open space that will guide both public and private actions.
3. To recognize that open space fulfills basic human needs--psychological, physical, social, educational, and safety--and to establish a firm commitment to fulfill those needs for this and future generations.
4. To recognize that open spaces are essential for the conservation of natural resources, including water, air, heat, energy, etc.
5. To recognize the importance to the City, State and nation of protecting the natural environment and its wildlife.
6. To recognize the areas of overlapping jurisdiction with respect to open space and, wherever possible, to coordinate the City's plan with efforts of other agencies.



## Policies and Implementing Actions

The following policies carry out the goals of the Conservation, Open Space, and Scenic Corridors element. The policies are grouped according to the major sections of this document.

Implementing Actions follow each policy, giving more specific direction for carrying out the Conservation, Open Space, and Scenic Corridors policies. In that many recommended actions require the expenditure of City funds, this section should be coordinated with the City's capital improvements program and regularly updated.

### Open Space for the Preservation of Natural Resources

Policy 1. Protect and conserve San Bruno's natural resources including vegetation, wildlife, soils, water, and air, in accordance with regional, State and Federal laws.

#### Action

1-A. Through the EIR process, assure that all projects affecting resources of larger than local concern (e.g., the San Francisco garter snake habitat, water and air quality, the San Francisco Fish and Game Reserve) satisfy regional, State and Federal laws.

#### Action

1-B. As a condition of development of the airport lands, require mitigation of identified impacts to the San Francisco garter snake habitat, as recommended in the Department of Fish and Game study. If the existing snake habitat area cannot be protected through site design, require restoration of an equivalent habitat area to replace the damaged area.

Policy 2. Protect natural vegetation in park, open space, and scenic areas as wildlife habitat, to prevent erosion and to serve as noise and scenic buffers.

#### Action

2-A. Preserve Crestmoor Canyon in a natural state. Minimize changes to natural land forms and vegetation. Continue to remove garbage, replant vegetation, and prevent erosion in the canyon.

#### Action

2-B. Through development review, assure that development on City lands is compatible with preservation of Junipero Serra Park and San Francisco watershed lands in a natural state.

Action

- 2-C. If the San Francisco jail lands are developed for alternative uses, maintain an open space corridor over the hills to preserve their scenic quality, natural vegetation, wildlife habitats, and to prevent geologic problems.

Action

- 2-D. Preserve the trees of the Evergreen windbreak and Monte Verde Corridor.

Action

- 2-E. Protect as many trees as possible on the Bayhill properties. Require identification of all trees over six inches in diameter and approval of landscaping plans during design review.

- Policy 3. Prevent soil erosion by retaining and replanting vegetation, and by siting development to minimize grading and land form alteration. Prevent siltation and pollution to San Francisco Bay and San Francisco Crystal Springs Reservoir.

Action

- 3-A. Require preparation of a drainage and erosion control plan for land alteration and vegetation removal in hillside areas.

- Policy 4. Protect the City's well water from overdraft and pollution.

Action

- 4-A. Monitor and conserve groundwater, in accordance with the City's 1983 water management study, to prevent overdraft of aquifers.

- Policy 5. Conserve water locally and support regional water conservation efforts.

Action

- 5-A. Continue to work actively with the San Francisco Bay Area Water Users Association and the water agencies of the San Mateo County to develop a regional approach to conservation of water resources.

- Policy 6. Strive to maintain and improve air quality by improving traffic circulation, encouraging local and commuter transit, and requiring project mitigation where air quality impacts are unavoidable.

Action

- 6-A. Review current City requirements and, as necessary, adopt criteria for the content of air quality analyses in Environmental Impact Reports, as recommended by Air Resources Board, January 1982.

#### Action

- 6-B. Encourage staggered working hours at employment centers in Bayhill and Tanforan to reduce pollution from traffic congestion. Encourage car pooling through parking policies and employee incentives.

#### Action

- 6-C. Revise ordinances to require that development plans include measures supportive of pedestrians and the use of public transit and bicycles.

#### Policy 7.

Encourage use of alternative energy sources, including passive heating and cooling, by allowing variances to site or building requirements (i.e., setbacks, lot coverage, building height, etc.) where consistent with public health and safety.

#### Action

- 7-A. Conform with Title 24 building standards to conserve energy and encourage alternative energy use.

### **Parks and Open Spaces for Outdoor Recreation**

#### Policy 8.

Provide recreational opportunities for a wide variety of ages, abilities, and interests.

#### Action

- 8-A. Consider needs for adult recreational programs. Continue efforts to provide a senior citizen recreational facility.

#### Policy 9:

Maintain the present City-wide average of 2.5 acres of parkland per 1,000 population. Assure that parks and recreational facilities are well distributed throughout residential neighborhoods and employment centers.

#### Action

- 9-A. In new residential subdivisions where land is dedicated for park or recreational purposes, continue to require the developer to be responsible for continued maintenance of park/facilities.

#### Action

- 9-B. Continue to work with the school districts to allow public recreational use of school grounds, particularly in neighborhoods where parkland is deficient. Retain public recreational use of a portion of closed school grounds.

#### Policy 10.

Maintain existing City parks and make improvements where feasible to meet park users' needs.



## Action

- 10-A. Before new projects are approved, assure that long term maintenance needs are considered, including need for future staff and equipment.

## Action

- 10-B. Encourage community organizations and private citizens to help the City maintain public parks and open spaces.

- Policy 11.      Pacific Heights-Portola Highlands-Western Sphere of Influence:
- a. If the Pacific Heights Shopping Center and Skyline College sites are developed for residential use, consider requiring on-site recreational facilities to serve the residents.
  - b. If the San Francisco jail site is developed for residential use, assure some public use of an open space corridor for access to the hills.

- Policy 12.      Rollingwood-Monte Verde:
- a. Retain publicly-owned open space (Greenwood, Sandburg and Rollingwood sites). Consider developing appropriate areas for recreational use as funding becomes available.

- Policy 13.      Crestmoor:
- a. Reserve a 7.5 acre portion of the Crestmoor High School site for public recreational use.
  - b. Limit recreational uses in Crestmoor Canyon to low intensity uses such as hiking, photography and nature study, i.e. uses requiring minimal improvements or alteration of the natural state.

- Policy 14.      Huntington Park-Parkview:
- a. Landscaping of City-owned open spaces near Crystal Springs Road and Cunningham Way should complement the natural state.

- Policy 15.      Bayhill-Navy Lincoln Center-Tanforan:
- a. Assure provision of landscaped open space areas for public and employee use in the build-out of Bayhill and Tanforan lands.
  - b. Consider development of sportsfield/park and commuter parking facilities on CalTrans/City lands near I-380/I-280 interchange as long term possibility.

- Policy 16.      San Bruno Park-Belle Air
- a. Landscape along the railroad tracks to buffer noise effects on nearby residential areas. Use vegetation that will not impede visibility for trains yet will buffer noise and improve the area's appearance (i.e., maximum six feet high). Design landscaping for low maintenance.
  - b. Retain a safe means of access across the railroad tracks and right-of-way to Belle Air Park.
  - c. Encourage landscaping of sidewalks, rear parking lots and connecting walkways, as part of the beautification of San Mateo Avenue.

Policy 17.

Lomita Park-Eastern Sphere of Influence

- a. Protect open space values and public recreational use of parts of the airport lands if they develop.
- b. Consider a linear recreational area with a jogging/bicycle path and landscaping in the muni right-of-way from the existing railroad station south to Millbrae.

## Historic and Cultural Areas

Policy 18.

Designate the vicinity of Taylor Avenue, San Mateo Avenue and El Camino Real as the beginning of the State Highway System with a historic landmark.

Policy 19.

Continue to protect archaeological sites and resources from damage.

Action

- 19-A. As part of the environmental impact review process, require mitigation of project impacts on archaeological resources.

## Scenic Corridors

Policy 20.

Continue to support beautification efforts along Interstate 280, an officially designated State Scenic Highway.

Policy 21.

Recognize and protect the following as local scenic corridors:

- 1) Skyline Scenic Recreation Route: Limit uses to hiking and walking; prohibit motor vehicles. Cooperate with other agencies to develop route.
- 2) Crystal Springs Road: Review carefully the number, size, and placement of signs along the road to preserve the natural scenic quality.
- 3) Sneath Lane from Skyline to El Camino Real: Review development to assure compatibility with natural scenic environment. Retain trees along upper Sneath Lane.

Policy 22.

Encourage the following as potential scenic corridors:

- a. Interstate 380
- b. Skyline Boulevard (Highway 35)

Policy 23.

Improve the appearance of the following streets:

- a. El Camino Real: Continue landscaping the median strips and review projects for good design. Coordinate landscaping design with neighboring jurisdictions.
- b. San Mateo Avenue: Develop street beautification plan in conjunction with merchants and property owners (See Policy #16).
- c. San Bruno Avenue (west of El Camino Real): Retain trees on Bayhill property along San Bruno Avenue.
- d. Huntington Avenue/railroad tracks: Continue landscaping with low shrubs along both sides of the railroad tracks. (See Policy 16)

Policy 24.

Improve the appearance of the following major entrances to the City with landscaping and improved architectural design:

- a. San Bruno Avenue west from the Bayshore Freeway
- b. El Camino Real at the northern City limits
- c. El Camino Real at the southern City limits
- d. Skyline Boulevard at northern City limits
- e. Skyline Boulevard at southern City limits
- f. Sharp Park Road at the western City limits
- g. San Mateo Avenue at the northern City limits

Action

- 23/24-A. Develop design standards and a landscaping plan for El Camino Real, San Mateo Avenue, San Bruno Avenue, Huntington Avenue/railroad tracks, and other major entrances to the City. Seek funds for beautification projects.

Action

- 23/24-B. Encourage local citizens and organizations to help design and maintain street and entryway improvements.

Policy 25.

Consider adding the following routes as designated bike routes:

- a. Muni right-of-way along the west side of the railroad tracks south of the existing railroad station.
- b. Bicycle paths as recommended in the County's updated Circulation element.

Action

- 25-A. Develop an action program for bicycle route improvements including signing, striping, paving, and provision of bicycle facilities at employment and shopping centers.

## **Open Space for Public Health, Safety, and Welfare**

Policy 26.

Conserve open space lands and maintain as necessary for public health, safety, and welfare. Consider open space lands those which are:

- a. subject to geologic or seismic hazards, erosion, flooding, liquefaction, or other hazards unless such hazards can be adequately mitigated to assure public health and safety for the life of the project;
- b. portions of property which are identified, through the EIR process, as environmentally sensitive habitat areas or archaeological sites. Require setbacks to development as buffer areas, and conformance with other mitigation measures as recommended in the EIR.
- c. those portions of property which have significant value to the public as scenic resources, aesthetic or recreation purposes.



#### Action

- 26-A. Review City ordinances and zoning and revise as necessary to require open space easements or deed restrictions on undevelopable property. Through the development review process, require recordation of open space easement, deed restriction, dedication or other legal means of permanently restricting development of open space lands.

#### Action

- 26-B. Review open space requirements (percentage of parcel, uses allowed, etc.) for planned developments, PUP's, office complexes, commercial and industrial development and revise as necessary to provide adequate landscaped and open space areas for residents'/employees' use and to enhance the project's exterior appearance.

# Appendix

## SUMMARY INVENTORY OF EXISTING PARKS, RECREATIONAL FACILITIES, AND OPEN SPACE PER POPULATION BY PLANNING AREA

### Pacific Heights - Portola Highlands - Western Sphere of Influence

| <u>Type</u>                            | <u>Acreage</u> |
|--|----------------|
| Park                                   | 15.6           |
| Usable open space at<br>public schools | 59.5           |
| General open space                     | 4.9            |
| Total:                                 | 80.0           |

#### Neighborhood Park Inventory

|                       | Population | Park Acreage<br>Deficiency | Total Developed<br>Park Acreage | Park Acreage<br>Per 1,000 Persons |
|-----------------------|------------|----------------------------|---------------------------------|-----------------------------------|
| Present               | 4,590      | -                          | 15.6                            | 3.4                               |
| Approximate<br>Future | 5,800      | -                          | 15.6                            | 2.7                               |

### Rollingwood - Monte Verde

| <u>Type</u>                            | <u>Acreage</u> |
|--|----------------|
| Park                                   | 5.4            |
| Usable open space at<br>public schools | 15.4           |
| General open space                     | 26.6           |
| Total:                                 | 47.5           |

#### Neighborhood Park Inventory

|                       | Population | Park Acreage<br>Deficiency | Total Developed<br>Park Acreage | Park Acreage<br>Per 1,000 Persons |
|-----------------------|------------|----------------------------|---------------------------------|-----------------------------------|
| Present               | 5,972      | 5.8                        | 5.6                             | 0.9                               |
| Approximate<br>Future | 5,972      | 5.8                        | 5.6                             | 0.9                               |

Crestmoor

| <u>Type</u>                            | <u>Acreage</u> |
|--|----------------|
| Park                                   | 7.7            |
| Usable open space at<br>public schools | 29.1           |
| General open spaces                    | 88.1           |
| Total:                                 | 124.9          |

Neighborhood Park Inventory

|                       | Population | Park Acreage<br>Deficiency | Total Developed<br>Park Acreage | Park Acreage<br>Per 1,000 Persons |
|-----------------------|------------|----------------------------|---------------------------------|-----------------------------------|
| Present               | 6,653      | 4.6                        | 8.7                             | 1.3                               |
| Approximate<br>Future | 6,750      | 4.6                        | 8.7                             | 1.3                               |

Huntington Park - Parkview

| <u>Type</u>                            | <u>Acreage</u> |
|--|----------------|
| Park                                   | 124.8          |
| Usable open space at<br>public schools | 15.8           |
| General open space                     | 5.1            |
| Total:                                 | 145.7          |

Neighborhood Park Inventory

|                       | Population | Park Acreage<br>Deficiency | Total Developed<br>Park Acreage | Park Acreage<br>Per 1,000 Persons |
|-----------------------|------------|----------------------------|---------------------------------|-----------------------------------|
| Present               | 5,032      | -                          | 124.8                           | 6.3*                              |
| Approximate<br>Future | 5,032      | -                          | 124.8                           | 6.3*                              |

\* Excludes Junipero Serra Regional Park



Mills Park

| <u>Type</u>                            | <u>Acreage</u> |
|--|----------------|
| Park                                   | 3.5            |
| Usable open space<br>at public schools | 3.7            |
| General open space                     | 0.4            |
| Total:                                 | 7.6            |

Neighborhood Park Inventory

|                       | Population | Park Acreage<br>Deficiency | Total Developed<br>Park Acreage | Park Acreage<br>Per 1,000 Persons |
|-----------------------|------------|----------------------------|---------------------------------|-----------------------------------|
| Present               | 2,950      | 2.1                        | 3.5                             | 1.3                               |
| Approximate<br>Future | 2,950      | 2.1                        | 3.5                             | 1.3                               |

Bayhill - Lincoln Navy Center - San Bruno Park - Lomita Park - Belle Air\*

| <u>Type</u>                            | <u>Acreage</u> |
|--|----------------|
| Park                                   | 11.6           |
| Usable open space<br>at public schools | 5.2            |
| General open space                     | 155.0          |
| Total:                                 | 167.7          |

Neighborhood Park Inventory

|                       | Population | Park Acreage<br>Deficiency | Total Developed<br>Park Acreage | Park Acreage<br>Per 1,000 Persons |
|-----------------------|------------|----------------------------|---------------------------------|-----------------------------------|
| Present               | 10,220     | 7.8                        | 11.6                            | 1.1                               |
| Approximate<br>Future | **         | -                          | -                               | -                                 |

\* The summary inventory represents open spaces for all of the remaining parts of San Bruno (Planning Areas 6 and 7). A separate analysis is done in the text for smaller areas but due to census tract population reporting, the parkland per population ratio is calculated for the entire area. As shown above, the area as a whole falls short of the City's desired park acreage per 1,000 population.

\*\* Unpredictable at this time

# Housing Element

## Introduction

This update of San Bruno's 1980 Housing Element is in compliance with the State Planning law and the State Department of Housing and Community Development Housing Guidelines. The Planning Commission and City Council adopted the Housing Element as part of the City's General Plan in 1980. The 1984 Housing Element includes 1980 census data and current housing needs as reported by the Association of Bay Area Government's (ABAG) Housing Needs Determinations, San Francisco Bay Region, July, 1983.

## Background

The decade of the seventies brought substantial change to San Bruno's housing composition. The percentage of multi-family units as a portion of the housing stock increased and, after 1975 as available land became scarce, the number of housing starts declined. The value of the housing stock increased substantially, faster than the increase in family income. San Bruno became a mature community, almost completely developed, and was faced with the difficult problems of maintaining what was already developed and insuring those who live in the City the continued ability to live there.

The housing challenge of the 1980's in San Bruno is how to accommodate local needs brought on by the rapid increase in housing costs relative to family income, the rapidly diminishing availability of vacant land in the North Peninsula, and the local desire to stabilize the residential character of the community.

## Citizen Participation

Citizen participation in San Bruno's General Plan update included citizen and City official interviews, a public workshop, study sessions, and public hearings. Persons interviewed and invited to participate in the workshop were selected from all geographic areas of the City and cover all economic segments of the community. The public workshop provided a forum to identify housing issues and review appropriate program approaches. The workshop was followed by public hearings by the Planning Commission and City Council.

## Consistency With Other General Plan Elements

During comprehensive revision of the 1984 San Bruno General Plan, Housing Element policies were coordinated with the other general plan elements to achieve required consistency among the elements.

# Evaluation of Community Housing Stock

## Composition of Housing Stock<sup>1</sup>

The 1980 census reports 14,658 total housing units in San Bruno, an increase of approximately 30% over the 11,350 units in 1970. In 1980, 9,338 units (63.7%) were single-family homes, 5,320 (36.3%) were multi-family units, and 7 were mobile homes or trailers. Approximately 3,186 multi-family units were constructed in the 1970's, primarily in Crystal Springs Terrace, Shelter Creek, and Peninsula Place.

Since 1980, residential growth has slowed to an average of 48 units per year. The 1983 total dwelling unit count is 14,802; 9,453 (63.9%) single-family dwellings and 5,349 (36.1%) multi-family units.<sup>2</sup>

### Composition of Housing Stock 1970-83

|      | <u>Total Units</u> | <u>Single Family</u> | <u>%</u> | <u>Multi-Family</u> | <u>%</u> |
|------|--------------------|----------------------|----------|---------------------|----------|
| 1970 | 11,350             | 9,213                | (81.2%)  | 2,134               | (18.8%)  |
| 1980 | 14,658             | 9,338                | (63.7%)  | 5,320               | (36.3%)  |
| 1983 | 14,802             | 9,453                | (63.9%)  | 5,349               | (36.1%)  |

## Occupancy

Of the 13,757 occupied housing units reported in San Bruno in 1980, 43.4% were renter-occupied and 56.6% were owner-occupied. Of the total renter-occupied units (5,966) 72% were duplex or multi-family units. Of the total owner-occupied units, 95% were single family detached or attached units.

<sup>1</sup> Housing stock represents total year-round housing units, i.e. all occupied units plus vacant units intended for year-round use.

<sup>2</sup> San Bruno Building & Planning Department, building permits issued as of May, 1983.



### Occupancy of Housing Stock 1978-83

|      | <u>Total Occupied Units</u> | <u>No. Owner Occupied</u> | <u>%</u> | <u>No. Renter Occupied</u> | <u>%</u> |
|------|-----------------------------|---------------------------|----------|----------------------------|----------|
| 1978 | 14,248 <sup>1</sup>         | 7,226                     | (50.7%)  | 7,022                      | (49.3%)  |
| 1979 | 14,258 <sup>1</sup>         | 7,186                     | (50.4%)  | 7,072                      | (49.6%)  |
| 1980 | 13,757 <sup>2</sup>         | 7,791                     | (56.6%)  | 5,966                      | (43.4%)  |
| 1983 | 14,802 <sup>3</sup>         | 11,056                    | (74.7%)  | est. 3,746 <sup>4</sup>    | (25.3%)  |

When considering rental opportunities, only apartments are probable long term rentals;<sup>5</sup> single-family homes and condominiums can be removed from the rental market at any time for owner occupancy and thus are considered owner-occupied units for the purpose of assessing short and long term housing needs. Realistically, however, many single-family and condominium units are rented and should be recognized as such. For example, it is estimated that approximately 30% of the condominium units in the Peninsula Place are occupied by renters.<sup>6</sup> Further analysis is needed to determine the City-wide number, including past and future trends. It should also be noted that rents are often higher for single-family and condominium units than for apartment rentals, reflecting the cost of individual owner investments.

### **Tenure**

Approximately half of the City's residents have lived in the same house in San Bruno since 1975. With the decline in new construction and the rapid escalation in housing prices, it is evident that there has been a declining level of movement. This is also true countywide, where residents have been equally stable for approximately 20 years.

1 San Mateo County Assessor's Office, Homeowner's Exemptions.

2 1980 Census Data.

3 San Bruno Planning Department.

4 Reflects conversion of 2,220 rental units to condominiums since 1980. No new rentals constructed.

5 San Bruno's current Housing Element allows the conversion of up to 55% of all multi-family rental units to condominiums.

6 Testimony by representative of Peninsula Place, Planning Commission meeting, September, 1983.

Tenure

| <u>No. of Years Occupied<br/>By Current Occupant</u> | <u>No. San<br/>Mateo Co.</u> | <u>%</u>   | <u>No. San<br/>Bruno</u> | <u>%</u> |
|--|------------------------------|------------|--------------------------|----------|
| 1979-March 1980                                      | 53,022                       | 23.5       | 3,238                    | 23.5     |
| 1975-1978  | 68,935                       | 30.6       | 3,946                    | 28.7     |
| 1970-1974  | 5,546                        | 15.8       | 1,788                    | 13.0     |
| 1960-1969  | 37,510                       | 16.7       | 2,501                    | 18.2     |
| 1950-1959  | 21,973                       | 9.8        | 1,693                    | 12.3     |
| 1949 or earlier                                      | <u>8,215</u>                 | <u>3.6</u> | <u>546</u>               | <u>4</u> |
|  | 225,201                      | 100.0      | 13,757                   | 99.7     |

## Age of Housing Stock

In 1980, 26.3% of San Bruno's housing stock was over 30 years old. Countywide roughly the same percentage of the housing stock was over 30 years old. Based on census data, 17.8 percent of the City's housing is ten years or less (as of 1980), compared to 19.4 percent of the county's stock. San Bruno experienced proportionately more development during the seventies than the county, thus its housing stock is slightly younger than the county's.

Age of Housing Stock

|                 | <u>No. San<br/>Mateo Co.</u> | <u>%</u>    | <u>No. San<br/>Bruno</u> | <u>%</u>    |
|-----------------|------------------------------|-------------|--------------------------|-------------|
| 1979-March 1980 | 3,821                        | 1.6         | 145                      | 1           |
| 1975-1978       | 13,995                       | 6           | 420                      | 2.9         |
| 1970-1974       | 27,464                       | 11.8        | 2,042                    | 13.9        |
| 1960-1969       | 55,100                       | 23.6        | 3,644                    | 24.9        |
| 1950-1959       | 68,892                       | 30          | 4,552                    | 31.1        |
| 1940-1949       | 36,405                       | 15.6        | 2,193                    | 15          |
| 1939 or earlier | <u>27,287</u>                | <u>11.7</u> | <u>1,662</u>             | <u>11.3</u> |
|                 | 223,200                      | 100.3       | 14,658                   | 100.1       |

## Condition

San Bruno's housing stock is generally in sound condition. In 1980, about 20 percent of the older stock was characterized as having some correctable substandard deficiency.<sup>1</sup> It is estimated that 100 units could be considered substandard today.<sup>2</sup> Substandard housing units are those that fail to meet minimum health and safety standards and, therefore, require rehabilitation or replacement to make them suitable for habitation. According to the 1980 census data, 23 units lack heating, 72 lack complete kitchen facilities, and 205 units have only one-half or no bathroom; 3,855 units are 30 years or older.<sup>3</sup> Whereas any such condition alone may not make a unit substandard these figures give some idea of the problems.

In February 1975, San Mateo County completed a countywide survey of housing conditions which revealed the following information in San Bruno:

- 293 owner-occupied units had a correctable individual deficiency
- 134 rental units had correctable deficiencies

San Bruno's eight census tracts are shown on the accompanying map. Census tracts 6041.01 and 6042 (San Bruno Park, Belle Air, Lomita Park and Fifth Addition) were identified in the survey as having the highest concentration of units with a correctable substandard deficiency. Generally it was felt that these problems could be eliminated by repair or rehabilitation. The 1980 census data for tract 6041.01 and 6042 still show the highest occurrence of structural or service inadequacies: over half of the units that lack complete kitchen facilities and half of the City's older units (those 30 years or older) are located in these two tracts. One-third of the City's units having one-half or no bathroom, and all of those lacking heating are in these areas. A windshield survey in 1980 revealed noticeable improvement of the housing exteriors in these areas, including clear evidence of private investment in structures and attendance to property maintenance. Only very few neglected structures remain and they are scattered within the two census tracts. A few deteriorating units are also located in the Mills Park area, between El Camino Real and Route 280.

Whereas most of the "substandard" housing in these areas are single-family, there are a number of older multiple-family units in Lomita Park in need of structural improvements. Some of the lots are substandard and uses are incompatible with existing zoning. High costs of renovation and difficulty in obtaining adequate rents result in little incentive for private investment.

---

1 1980 Federal Census.

2 San Bruno Building and Planning Department, August 1983.

3 1980 Census.







# Census Tract Map City of San Bruno, California

## MAP SYMBOLS:

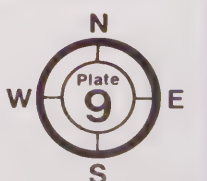
- CITY BOUNDARY
- SPRR CO
- PRIVATE ROAD
- FIRE ROAD
- WATER TANK
- WATER TANK STATION
- WATER TANK STATION

- ELEMENTARY SCHOOL
- INTERMEDIATE SCHOOL
- HIGH SCHOOL
- PRIVATE SCHOOL
- SPECIAL SCHOOL
- FORMER SCHOOL SITE
- POLICE STATION
- FIRE STATION

- CIVIC FACILITY
- PARK
- TOT LOT

0 600 1200 2400  
Feet

0 0.1 0.25 0.5  
Mile



Ironside & Associates  
Planning Consultants





## Overcrowding

The 1980 census indicated that 674 units or about 5% of the City's occupied housing units are overcrowded. (Overcrowding is defined by the U.S. Dept. of Housing and Urban Development (HUD) as more than 1.01 persons per room including all rooms in the residence.) There were 670 overcrowded units in 1970. The 1970 data indicated that overcrowding occurred most frequently in 1-3 bedroom units. Vacancy rates in 1980 show a high demand for larger units (4-5 bedrooms), especially rental units.

Countywide, approximately 4.7% of the occupied units are overcrowded. The general decline in average household size since 1970 indicates that overcrowding is less prevalent in 1980. There are undoubtedly, however, many unreported cases of serious overcrowding in both rental and owner occupancy, particularly among those who tend to live in extended family situations.

## Vacancy Rate

Vacancy rate is usually a measure of supply and demand for housing in an area. A low vacancy rate indicates a shortage of available housing and thus generally higher prices and rents. HUD considers a rental vacancy rate below 5% to indicate a housing shortage. ABAG has set a goal of maintaining at least a 4.5% vacancy rate in the Bay Area Region.<sup>1</sup>

Of San Bruno's total housing stock (14,658 units), 13,757 were reported occupied in 1980 census. Of the remaining 901 vacant units, 772 were reported available for sale or rent. During this period, approximately 400 rental units were held off the market while an application for condominium conversion was being processed.<sup>2</sup> The withholding of these 400 units temporarily skewed the vacancy rate calculation. Not counting the 400 withheld units, 372 units were actually vacant and available for occupancy. The adjusted vacancy rate for San Bruno in 1980 is thus 2.7%. Rental units were less available than owner-occupied units: 4.4% vacancy and 1.4%, respectively.

Housing in San Bruno was easier to find in 1980 than in 1970, evidenced by a rise in the vacancy rate from 1.7% to 2.7%. This increase reflects the addition of a significant number of multi-family units during this period and a decrease in the City's population. Rental units are still in short supply. However, since 1980, 2,220 multi-family rental units have been converted to condominiums/owner-occupied units, reducing the availability of rental units considerably below the reported 4.4% of 1980.

---

1 Housing Needs Determinations, San Francisco Bay Region, July, 1983.

2 San Bruno Building and Planning Department, August 1983.

### Vacancy Rates 1980<sup>1</sup>

| <u>Tenure</u>                     | <u>No. of Units</u> | <u>Vacant &amp; Available</u> | <u>Vacancy Rate</u> |
|-----------------------------------|---------------------|-------------------------------|---------------------|
| Owner occupied:                   | 7,791               | 108                           | 1.4%                |
| Renter occupied:                  | 5,966               | 264 <sup>2</sup>              | 4.4% <sup>2</sup>   |
|                                   | <hr/>               | <hr/>                         |                     |
| TOTAL UNITS                       | 13,757              | 372                           |                     |
| <u>Overall Vacancy Rate:</u> 2.7% |                     |                               |                     |

### **Affordability**

The cost of housing has increased dramatically during the seventies. Between 1970 and 1980 housing values for San Mateo County more than tripled. The following sources indicate the degree of change:

- ABAG estimates the 1980 median housing value at \$131,800, up from \$50,800 in 1975.
- The Northern California Real Estate Council's Peninsula Market Trend Index shows the value of single-family homes gained 352% between April 1970 and 1981.
- San Bruno's 1980 Housing Element reports an annual increase in house values of 17 to 19% during the seventies, from a base of \$28,938.

Rents have not increased quite as rapidly as ownership housing values. The median monthly rent in San Bruno rose from \$155 in 1970 to \$337 in 1980, a 117.4% increase. In San Mateo County, the median rents increased by 103.2%, from \$154 to \$313.

<sup>1</sup> Based upon 1980 census data.

<sup>2</sup> This figure represents vacant and available rental units as reported in the 1980 census, not including 400 units assumed to be withheld from the market during processing of a condominium conversion ordinance.

Contract Rents 1980

|                       | <u>San Mateo Co.</u> |          | <u>San Bruno</u> |          |
|-----------------------|----------------------|----------|------------------|----------|
|                       | <u>No.</u>           | <u>%</u> | <u>No.</u>       | <u>%</u> |
| Renter Occupied Units | 90,860               | 100      | 5966             | 100      |
| Less than \$60        | 83                   | .09      | 0                | 0        |
| \$60 - 79             | 218                  | 2.4      | 15               | .03      |
| \$80 - 99             | 575                  | 6.3      | 0                | 0        |
| \$100 - 119           | 571                  | 6.3      | 11               | .02      |
| \$120 - 149           | 1,129                | 1.2      | 44               | .70      |
| \$150 - 169           | 988                  | 1.1      | 39               | .70      |
| \$170 - 199           | 2,522                | 2.8      | 151              | 2.50     |
| \$200 - 249           | 9,588                | 10.5     | 439              | 7.40     |
| \$250 - 299           | 15,798               | 17.4     | 1161             | 19.50    |
| \$300 - 349           | 17,556               | 19.3     | 1416             | 23.70    |
| \$350 - 399           | 11,777               | 13.0     | 909              | 15.20    |
| \$400 - 499           | 14,548               | 16.0     | 1057             | 17.70    |
| \$500 +               | 12,579               | 13.8     | 601              | 10.00    |
| No cash rent          | 1,614                | 1.8      | 48               |          |
| Median                | 336                  | 112.2    | 337              | 97.60    |



Family income, on the other hand, has not increased at the same rate as housing costs. A San Mateo County housing study indicates that county house values have been increasing  $2\frac{1}{2}$  times as fast as family incomes. Families spend more and more of their monthly income on housing, or seek more affordable quarters if available.

As a general guide, ownership housing is considered affordable if the monthly housing payments do not exceed 33% of the household's gross monthly income. For low income households, rental housing is considered affordable if monthly rent does not exceed 25% of a household's monthly income.

The 1980 census data shows that approximately 11% of San Bruno owner-occupied households (in non-condominium units) are over-paying, according to the affordability standard. This figure represents only monthly payments and does not imply that the other 89% of households can afford home-ownership. Generally, homeowners that purchased their homes prior to the escalation of housing values in the 1970's or were able to make a large down payment have affordable monthly payments. About half of all San Bruno mortgaged households (non-condominium units) purchased their homes prior to 1970.

Those households least able to afford monthly mortgage payments are the very low and low income households. Very low and low income households are unable to afford to purchase dwelling units because of the minimum income required by lenders to qualify for a loan. At 12.5% interest and 20% down, an annual income of \$26,700 is needed to qualify to purchase an \$85,000 unit which is, on the average, the least expensive single family unit in San Bruno.<sup>1</sup> Less than half of all San Bruno households can afford to buy such a unit. An annual income of \$39,900 is needed to purchase an average priced home (\$125,000).<sup>2</sup> Only one quarter of all households could afford to buy such a home in San Bruno. As a result, many households are forced to seek rental opportunities.

As ownership housing becomes increasingly less affordable, rental housing becomes the only viable alternative for low income households and many moderate income households. Approximately 44% of renters reported paying over 25% of their monthly income in 1980. Low income households are most often over-paying. According to the census data, there appears to be adequate affordable rental opportunities for moderate and above moderate households.<sup>3</sup>

Affordability of housing, both owner and rental, will continue to be a serious problem in the future. If present trends continue, most new home construction will consist of ownership housing selling at market rates, unaffordable to very low, low and many moderate income households.

---

1 Telephone conversation with representative of Vogel Real Estate Company, June 1, 1983.

2 Ibid

3 1980 census, prior to conversion of 2,220 rental units to condominiums.

## Housing Need

State law requires that each locality's Housing Element quantify the existing and projected housing needs of persons at all income levels, and address the locality's share of the regional housing needs. The Association of Bay Area Governments (ABAG) is responsible for preparing these estimates. ABAG makes projections for the Bay Area as a whole and for each city and county in the region. ABAG's most recent report, Housing Needs Determination, San Francisco Bay Region, July 1983 is the basis for the following discussion.

A community's housing need can be expressed as two types, existing and projected. The "existing need" is based on the needs of the community's resident population and existing housing stock. The focus is on safe and sanitary housing in a healthful environment which is affordable to existing residents. Existing housing need reflects the degree of overcrowding, substandard housing conditions and the overall availability of housing for the present population. It is estimated that 674 of the City's residences are overcrowded. The number of units with substandard conditions is estimated at 100. These needs can be addressed by creating more affordable housing, particularly larger units, and by rehabilitating existing units respectively.

ABAG reports an existing housing need of 82 units in 1980.<sup>1</sup> This figure represents the number of units needed to house San Bruno's 1980 population at all income levels and to maintain a vacancy rate of 4.5%, the regional goal. Since 1980, 119 new units (all single-family residences) have been constructed in San Bruno. San Bruno's 1980 existing need is satisfied by units constructed in the past three years.

"Projected need" is the number of units needed to fill the existing need plus provide enough units to accommodate the projected household growth in the present community and its LAFCO Sphere of influence. ABAG has projected housing needs for San Bruno and the rest of the Bay Region for expected populations by the year 1990. The projected need for San Bruno is 286 units. This figure takes into account regional factors such as market demand for housing based upon current and projected population characteristics, employment opportunities, availability of suitable sites and public facilities, community patterns, and type and tenure of housing. Since 1980, 119 single family homes have been built in San Bruno. The addition of these units reduces the projected housing need from 286 to 167 units.

---

<sup>1</sup> Housing Needs Determinations, San Francisco Bay Region, ABAG, July 1983.

## Population Characteristics

The City's population decreased from 36,254 to 35,417<sup>1</sup> between 1970 and 1980, a reduction of 2.3% over the ten year period. This change reflects the reduction in average household size from 3.24 to 2.57 persons per household.

For comparison, the county's population grew by 5.6% from 1970 to 1980. The Bay Area region's population grew by 13% over the same period.

San Bruno's age profile is approximately the same as the county's, with a slightly smaller percentage of persons 65 and older. In both areas there is a decline in the juvenile and young adult population (under 20) and a corresponding increase in the adult and senior population groups. This represents a decrease in the number of children per household and the aging of the post-war baby boom generation.

### Population by Age (1970-1980)

| <u>San Bruno</u>            | <u>1970</u>     | <u>%</u>     | <u>1980</u>     | <u>%</u>     |
|-----------------------------|-----------------|--------------|-----------------|--------------|
| Under 5                     | 3,317           | 9            | 2,159           | 6            |
| 5-19                        | 10,684          | 29           | 7,614           | 21           |
| 20-64                       | 20,320          | 56           | 22,923          | 65           |
| 65+                         | <u>1,933</u>    | <u>5</u>     | <u>2,721</u>    | <u>8</u>     |
| Total:                      | 36,254          | 100          | 35,417          | 100          |
| <br><u>San Mateo County</u> | <br><u>1970</u> | <br><u>%</u> | <br><u>1980</u> | <br><u>%</u> |
| Under 5                     | 42,939          | 8            | 34,048          | 6            |
| 5-19                        | 152,644         | 27           | 123,055         | 21           |
| 20-64                       | 318,072         | 57           | 368,870         | 63           |
| 65+                         | <u>42,579</u>   | <u>8</u>     | <u>61,356</u>   | <u>10</u>    |
| Total:                      | 556,234         | 100          | 587,329         | 100          |

<sup>1</sup> U.S. Census, 1980



San Bruno is predominantly a white community (84%), with a significant Asian and Pacific Islander ethnic minority (9.2%) similar to the countywide racial distribution (79% and 10%, respectively). Persons of Spanish origin (2.9%), Blacks (2.6%), and American Indians, Eskimos, or Aleuts (0.6%) are represented to a lesser degree in San Bruno than in the County (4%, 6%, and 1% respectively). The Asian and Pacific Islander population appears to be increasing substantially, and the Spanish origin population increasing moderately, according to the San Bruno Park School District (K-8) enrollment figures for 1979-80.

The majority (56%) of San Bruno residents over 15 years of age are married, 28% are single, never married, and 16% are separated, widowed, or divorced. Most of the persons age 15-18 are teenagers living at home, therefore the percentage of married adult population is actually somewhat higher.

## Projected Population and Household Size

The State of California Department of Finance and ABAG project a continuing decline in household size, to 2.28 persons per household by 2000. San Bruno's population is expected to continue to decrease to 32,700 by 2000.<sup>1</sup> A slight increase in total population is expected until 1985, corresponding to anticipated development of San Bruno's remaining vacant lands.

### Total Population and Household Size (1980-2000)

| <u>Year</u> | <u>Total<br/>Population</u> | <u>Household<br/>Population</u> | <u>No. of Occupied<br/>Dwelling Units</u> | <u>Persons/<br/>Household</u> |
|-------------|-----------------------------|---------------------------------|---|-------------------------------|
| 1980        | 35,871                      | 35,361                          | 13,758                                    | 2.57                          |
| 1985 (est.) | 36,000*                     | 35,600                          | 13,980                                    | 2.55                          |
| 1990 (est.) | 34,800*                     | 34,400                          | 14,140                                    | 2.43                          |
| 2000 (est.) | 32,700*                     | 32,400                          | 14,230                                    | 2.28                          |

\* Projections 1983, ABAG, June 1983

<sup>1</sup> Projections 1983, ABAG, June 1983.

## 1980 Income Levels

### Household and Family Income in 1979

| <u>Income</u>                           | <u>Households</u>       |          |                          |          |
|---|-------------------------|----------|--------------------------|----------|
|   | <u>San Mateo County</u> |          | <u>City of San Bruno</u> |          |
|   | <u>No.</u>              | <u>%</u> | <u>No.</u>               | <u>%</u> |
| Less than \$2,500                       | 6187                    | 2.7      | 285                      | 2.1      |
| \$2,500 to \$4,999                      | 8870                    | 3.9      | 433                      | 3.1      |
| \$5,000 to \$7,499                      | 9982                    | 4.4      | 501                      | 3.6      |
| \$7,500 to \$9,999                      | 11,740                  | 5.2      | 686                      | 5.0      |
| \$10,000 to \$12,499                    | 15,050                  | 6.7      | 819                      | 5.9      |
| \$12,500 to \$14,999                    | 13,708                  | 6.1      | 954                      | 6.9      |
| \$15,000 to \$17,499                    | 14,358                  | 6.4      | 964                      | 7.0      |
| \$17,500 to \$19,999                    | 13,329                  | 5.9      | 905                      | 6.6      |
| \$20,000 to \$22,499                    | 15,889                  | 7.0      | 1288                     | 9.3      |
| \$22,500 to \$24,999                    | 13,161                  | 5.8      | 956                      | 6.9      |
| \$25,000 to \$27,499                    | 13,783                  | 6.0      | 896                      | 6.5      |
| \$27,500 to \$29,999                    | 11,310                  | 5.0      | 803                      | 5.8      |
| \$30,000 to \$34,999                    | 20,733                  | 9.2      | 1461                     | 10.6     |
| \$35,000 to \$39,999                    | 15,407                  | 6.8      | 954                      | 6.9      |
| \$40,000 to \$49,999                    | 18,744                  | 8.3      | 1111                     | 8.1      |
| \$50,000 to \$74,999                    | 15,823                  | 7.0      | 671                      | 4.9      |
| \$75,000 or more                        | 7,256                   | 3.2      | 114                      | 0.8      |
| Median for Bay Region 1979 <sup>1</sup> | \$20,607                |          |                          |          |
| Total Families:                         | 225,628                 |          | 13,801                   |          |

<sup>1</sup> Housing Needs Determinations, San Francisco Bay Regions, ABAG, July 1983

Household incomes are classified according to very low, low, moderate or above moderate income levels to facilitate discussion of housing needs and to qualify households for assistance programs. The State Department of Housing and Community Development (HCD) sets forth income limits based in large part upon the U.S. Department of Housing and Urban Development (HUD) definitions. Usually these limits are determined for a four-person household, but can be adjusted for smaller or larger households.

According to HCD definitions:<sup>1</sup>

- A household of very low income is one with an income of up to 50% of the median income for the region.
- A household of low income is one with an income of 51 to 80% of the median income for the region.
- A household of moderate income is one with an income of 81 to 120% of the median income for the region.
- A household of above moderate income is one with an income greater than 120% of the median income for the region.

#### Household Incomes by Income Levels, 1979<sup>2</sup>

| <u>Category</u> | <u>Income</u>   | <u>Total Households</u> | <u>% of Total</u> |
|-----------------|-----------------|-------------------------|-------------------|
| Very Low        | \$10,304        | 2064                    | 15%               |
| Low             | \$10,305-16,486 | 2200                    | 16%               |
| Moderate        | \$16,487-24,728 | 3440                    | 25%               |
| Above Moderate  | \$24,728+       | 6054                    | 44%               |

The 1980 median income for the Bay Region, according to ABAG, is \$20,607. Using this figure, very low income is up to \$10,304 per year; low income is from \$10,305 to \$16,487; moderate income is from \$16,487 to \$24,728; and above moderate income is greater than \$24,728. These definitions are used for purposes of defining San Bruno's current income level distribution and establishing projected housing need for each income group.

<sup>1</sup> Housing Needs Projections, San Francisco Bay Region, ABAG, July, 1983.

<sup>2</sup> Housing Needs Determinations, San Francisco Bay Region, ABAG July, 1983.



Using the ABAG definitions, the distribution of household income in San Bruno is 15% very low, 16% low, 25% moderate and 44% above moderate. For the region, the distribution is 23% very low, 16% low, 21% moderate, and 40% above moderate<sup>1</sup>. The County of San Mateo, Housing and Community Development Division, uses a different median income in administering their Block Grant Programs. The median income level for the San Francisco/Oakland Standard Metropolitan Statistical Area (SMSA) utilized by the County is \$31,600 (March, 1983). Therefore, for purposes of qualifying San Bruno householders for County Block Grant Programs, the following income levels are used: for a 4 person household, very low income = up to \$15,800; low income = \$15,801 to \$25,280; moderate income = \$25,281 to \$37,920; above moderate income = greater than \$37,920.

## Growth In Employment Opportunities

ABAG projects continued growth in employment opportunities for San Bruno: an approximate 50% increase by the year 2000.<sup>2</sup> In addition, nearby employment centers draw upon San Bruno's housing resources. The San Francisco International Airport is ranked number ten in number of employees (17,486) in the Bay Area. The South San Francisco area is another major center, employing 13,949 people.<sup>3</sup>

Regionally, employment growth has outpaced construction of housing. Over the last decade, wage and salary employment has increased by 25% in the nine Bay Area Counties, 32% in San Mateo County, and 82% in nearby Santa Clara County.<sup>4</sup> Regional employment growth affects San Bruno because of the considerable amount of inter-county commuting to jobs. San Mateo County employment is expected to grow by 10 to 11% by 1985.<sup>5</sup>

By law, determination of housing need must consider employment opportunities. ABAG's projections of housing need based on anticipated household growth automatically reflect changes in employment opportunities through the 1990's.

## Housing Type and Affordability

In order to maintain a balance of housing types and affordability, ABAG indicates how many units should be rental versus owner-occupied, how many should be multi and single-family, and how many should be affordable to various income groups. These ratios are the minimum necessary to maintain ratios as they existed in 1980. These needs are addressed further below.

---

1 Housing Needs Projections, ABAG, July 1983

2 Total Employment:

1980: 10,217

1985: 11,200

1990: 12,800

1995: 14,100

2000: 15,400

3 Projections 83, ABAG, June, 1983.

4 Housing Needs Report, ABAG, December 1981. San Mateo County Housing Element, 1982.

5 1980-85 Housing Need Estimates, San Bruno, ABAG, 1981.

## Rental Stock

The supply of rental stock has decreased considerably (by 8.3%) since 1980 due in large part to the conversion of rentals to condominiums. Condominium conversions will probably continue to reduce rental opportunities, to the point when the City's current housing policy prohibits further conversions. The 1980 Housing Element precludes the conversion of more than 55% of the City's rental units at any time. As of June, 1983, 44% of the present total of 5,004 rentals had been converted.

In order to maintain the ratio of rentals to owner-occupied units as it existed in 1980, ABAG estimates that 124 rental units should be made available (over the present supply) by the year 1990. This represents approximately 43% of the City's total projected housing need (286) by 1990.<sup>1</sup>

The City has taken steps under its current Housing Element (1980) and in land use decisions to help protect rental opportunities in San Bruno. The Housing Element requires that 45% of all multi-family units remain as rentals.<sup>2</sup> The City has also addressed the need for rental units by legalizing illegal second units on single-family lots. Thirdly, the City has rezoned a significant piece of property (the site of Pacific Heights Shopping Center) for 255 multi-family dwellings. It is probable, however that these units will be condominiums, unless incentives or requirements would result in apartment rentals. As discussed above, however, there is still an evident need for more rental units in San Bruno. The General Plan recommends several alternatives to maintain, provide and encourage rental housing to meet the City's and regional rental housing needs.

## Type

The late 1970's saw a significant growth in the City's multi-family housing supply. Since 1980, no multi-family units have been constructed. Traditionally, multi-family units are more affordable to persons of lower and moderate incomes because of lower land and construction costs.

In order to maintain a distribution of housing type approximate to that reported in the 1980 census, ABAG recommends that of the total needed units (286), 97 units (or 34%) be multi-family and 189 (or 66%) be single-family.<sup>3</sup> The adjusted need (reflecting housing construction since 1980) is for 97 multi-family and 70 single family units by 1990.

---

1 Housing Needs Determinations, San Francisco Bay Region, ABAG, July, 1983.

2 Resolution No. 1982-1, March 1, 1982, City of San Bruno Planning Commission.

3 Housing Needs Distributions, San Francisco Bay Region, ABAG, July, 1983.

## Housing Need By Income Category

State law requires the Housing Element to "make adequate provision for the housing" needs of economic segments of the community." (Section 65302 c). The Government Code also defines each locality's share of the regional housing need as "that share of the housing need of persons at all income levels within the area significantly affected by the jurisdiction's general plan." (Section 65584).

In its 1983 Housing Needs Determination report, ABAG reports the existing distribution of income levels (based on the 1979 median income) and the number of units (as a percentage of total projected needed units) needed to fulfill the projected housing need by income category. This report identifies need by income category. The following table shows the reported need and the need adjusted to 1983:

### Projected Housing Need by Income Category

|                 | <u>ABAG's Reported Need</u> | <u>Need Adjusted to 1983</u> |
|-----------------|-----------------------------|------------------------------|
| Very low:       | 51 units                    | 51 units                     |
| Low:            | 46 units                    | 46 units                     |
| Moderate:       | 63 units                    | 63 units                     |
| Above moderate: | <u>126 units</u>            | <u>7 units</u>               |
| TOTAL NEED:     | 286 units                   | 167 units                    |

The numbers do not imply that the City must produce the specified number of very low, low, moderate and above moderate income housing, but that there should be a net increase in the number of available units in each category. This can be done by a number of means including: promoting re-rehabilitation of substandard units, encouraging use of housing payment subsidies and by requiring or encouraging the construction of new low or moderate income units.

Although "need" identification is required by State law, it is recognized that even with a "maximum effort" a jurisdiction may not be able to fulfill all identified needs within a five year time frame. The legislation states:

"It is recognized that the total housing needs identified... may exceed available resources and the community's ability to satisfy this need within the content of general plan requirements... Under these circumstances the quantified objectives need not be identical to the identified existing housing need, but should establish the maximum number of housing units that can be constructed, rehabilitated, and conserved over a five-year time frame."

## Special Needs

Persons and households with special needs, such as the elderly, disabled, large families or single-headed households, often have unique housing needs: accessibility to units and daily shopping needs, units designed for a single-person or a large, extended household, or subsidized housing payments. The Housing Element should address these special needs and recommend ways to accommodate them if possible.



## **Elderly**

In 1980, there were 2,721 persons 65 years or older living in San Bruno. This represents 7.7% of the City's total population. The number of elderly citizens has risen by 2.4% since 1970. Countywide, the elderly population has grown from 7.7% of the total population in 1973 to 10.4% in 1980.

The 1980 census identifies 48 individuals and 69 householders aged 65 or older who had incomes below the official 'poverty level'. Another 87 householders 65 years or older are near poverty level (100% to 124% of poverty level). The poverty level thresholds for persons 65 or older are \$3,479 and \$4,389 for one and two persons households, respectively.

## **Disabled**

Disabled persons often need specially designed units with easy access, special features, and affordable payments. It is not known how many disabled persons live in San Bruno or what their specific housing needs are. The County's Rehabilitation Program is available to low and moderate income disabled individuals allowing them to eliminate unsafe conditions and barriers without the high cost of rehabilitation financing. The City has made public facility improvements for disabled persons using Community Action Program funds. The City's condominium ordinance requires provisions for disabled persons.

## **Large Households**

In 1980, approximately 1,400 households contained five or more persons. While the average household size is declining and is expected to continue to do so, many families and individuals (particularly renters) are forced to form large households to reduce their housing costs. In one sense, this reduces the overall need for housing units, but it can also result in overcrowding. Of the 1,209 occupied units with four or more bedrooms, only 56 were renter occupied in 1980. The vacancy factor for 4+ bedroom units is very low (less than 1%). Thus there is an unmet need for affordable large household rental housing.

## **Single-Headed Families**

Families headed by one parent often have special needs for affordable housing because of low income, sole income provider and because of the need for larger affordable units to accommodate dependent children. Seven hundred sixty-eight (768) families (5% of total households) are headed by women; 145 have incomes below poverty level. The number of female-headed and single-parent families is increasing nationwide as well as locally, indicating a growing need for suitable affordable units, primarily rentals.

## **Minorities**

A disproportionate number of minority households are in lower income categories: approximately 28% of all low and very low income households are of ethnic minorities while only 16% of the total population is made up of the same. Thirty-nine percent (39%) of those persons below poverty level are non-whites.

In the 1970 to 1980 decade, there was an increase in the minority populations, especially among Asian, Pacific Islander, and Spanish speaking peoples. Traditionally, many ethnic minorities have large families and/or share their home with the extended family. The special housing need among this group of people is for large units, primarily rentals, affordable to lower income households. Enforcement of anti-discrimination laws will also help.

### SUMMARY OF HOUSING NEEDS

#### Regional Need

| <u>Total Need</u>     | <u>Projected Need<sup>1</sup></u> | <u>Adjusted</u>              | <u>Recommended Program</u> |
|-----------------------|-----------------------------------|------------------------------|----------------------------|
| <u>By Type</u>        | <u>1980-1990</u>                  | <u>Need 1983<sup>2</sup></u> | <u>Units</u>               |
|                       | 286                               | 167                          | 167                        |
| Single family         | 189                               | 70                           | 70 See Policy 6            |
| Multiple              | 97                                | 97                           | 97                         |
| By Occupancy:         |                                   |                              |                            |
| Owner-occupied        | 162                               | 43                           | 43                         |
| Rental                | 124                               | 124                          | 124 See Policy 6           |
| By Income Level:      |                                   |                              |                            |
| Very low income       | 51                                | 51                           | 176                        |
| Low income            | 46                                | 46                           | See Policies               |
| Moderate income       | 63                                | 63                           | 11-14                      |
| Above-moderate income | 126                               | 7                            |                            |

#### Local Need<sup>3</sup>

##### Households/Housing Needing Assistance

##### Recommended Assistance/Program Households, 1984-1989

##### Low income households overpaying:

|                     |                 |   |
|---------------------|-----------------|---|
| Rentals             | 1935 households | Target: 97 <sup>4</sup> (See Policies 6-10) |
| Owner-occupied      | 663 households  | Target: 33 <sup>4</sup>                     |
|                     | 2598 households | 130   |
| Substandard Housing | 100 Units       | Target: 25 <sup>5</sup> (See Policies 1-5)  |
| Overcrowding        | 674 Units       | Target: 34 <sup>4</sup> (See Policies 6-10) |

1 Includes "existing need", Housing Needs Distribution, San Francisco Bay Region, July 1983. Projected need considers lands available for residential use within the City sphere of influence.

2 Reflects new units built since 1980.

3 Fulfillment of local and regional need will overlap.

4 Target: 1% per year for 5 years.

5 Target: 5% per year for 5 years.

## Availability of Sites for Residential Development

State law governing the preparation of housing elements requires an inventory of vacant and redevelopable land suitable and available for residential development. The availability of sites will influence the City's ability to satisfy the identified need for new affordable housing.

There is very little vacant land in San Bruno: approximately 96% of the City's total acreage is developed or committed to urban or recreational uses. Of the major vacant properties within the City's sphere of influence, nearly all are unavailable or unsuitable for residential use.

### Unsuitable or Unavailable Sites

The airport lands, also known as the eastern sphere of influence, are unincorporated and not presently served with urban services. The 11-acre site is designated for industrial use in the City's and County's General Plans. The property is subject to noise levels of up to 75 CNEL from the San Francisco Airport, and is also subject to freeway and train noise. Residential development within 65-70 CNEL requires special noise insulation features. In areas subject to 70+ CNEL, residential development is not considered appropriate.<sup>1</sup> Other constraints to development of the airport lands are flooding hazards, the presence of power lines and high pressure underground pipes crossing the site, an environmentally sensitive habitat area for the San Francisco garter snake, and poor vehicular access from collectors and arterials. Mitigation of these constraints would be costly, thus it does not seem feasible to construct affordable housing.

Vacant properties north of the Tanforan shopping center (approximately 20 acres) are currently suitable for commercial use. Noise levels of 70+ CNEL from the airport preclude residential use of the site. Because of its proximity to existing commercial uses, arterials and the railroad, the site is suitable for commercial/office development. It is servicable with water, sewer, storm drainage, and other utilities.

Crestmoor Canyon is City-owned vacant property purchased with the primary intent to remain as natural open space. At the time of purchase, consideration was given to use for senior citizen housing, but the land is so constrained that only a limited area would be suitable for development. Any development in the canyon would have major environmental impacts. Environmental concerns include steep slopes, geologic hazards, landslides, erosion, fire hazards, drainage, loss of open space, aesthetic impacts, and sensitive wildlife habitats. Whereas the surrounding developed areas are served by streets, water, sewer, storm drainage, etc., residential development in Crestmoor Canyon would require considerable extension and land alteration to incorporate such services. The site is therefore appropriate for passive recreational/open space uses.

---

<sup>1</sup> Airport Land Use Plan, Regional Planning Committee, San Mateo County.



Undeveloped parcels within the Bayhill Complex are substantially committed to office and commercial use. The vacant parcels on El Camino Real are subject to noise levels of 65 to 70 CNEL from the airport and vehicular traffic; residential uses would require special noise insulation. The economic feasibility of providing affordable housing on these sites is questionable due to costly noise insulation features. Commercial or office uses are more appropriate. Residential use is not appropriate on the vacant site fronting San Bruno Avenue due to noise factors and incompatibility with the surrounding uses.

The only significant vacant parcel currently designated for residential use is an approximately 10 acre site on the northwestern corner of Sneath Lane and Skyline Boulevard. The site is zoned R-1, low density residential, maximum 8 units per acre. The property, immediately adjacent to the San Andreas fault trace which runs along Skyline Boulevard, falls within the Special Studies Zone as defined by state law. Residential development may be feasible, subject to geologic studies and with appropriate mitigation measures. However, it would not be prudent to identify the site as a potentially available location for housing when development is uncertain due to seismic hazards.

## **Potentially Available Sites**

### **• San Francisco Jail Site:**

The San Francisco jail site is one potential site for residential use. The 158 acre property abuts San Bruno's western City limits, and is also referred to as the City's western sphere of influence. It is not rezoned, though it is designated for open space/low density residential use in the City's Land Use Element. The site is presently occupied by a jail surrounded by open space and lands once used for agriculture. If the jail is ever to close or a portion of the site sold, the site would be appropriate for residential use. The property is accessible from existing local streets; services (water, sewer, storm drainage, etc.) would have to be extended from the adjacent residential neighborhood to serve the site. Geologic constraints and erosion could be mitigated by locating structures in the flatter portions of the site, engineered to respond to liquefaction potential. A clustered development pattern, with a variety of housing types and densities, would be appropriate. The very low density residential designation would allow up to 158 units. If a density bonus of 25% were applied, up to 40 affordable units could be provided on this site. It should be emphasized, however, that it is highly uncertain whether this property will ever become available for residential use, depending on the City and County of San Francisco plans for the jail facility or other uses.

### **• Skyline College Property:**

An undeveloped portion of the Skyline College campus would be suitable for residential development if it ever becomes available for non-college related

uses. The land lies north of the College Drive entrance to campus, adjacent to a single-family residential subdivision. The area is approximately 20 acres in size; a portion of it is relatively level, sloping upward rather steeply to the north. Low density residential would be compatible with the surrounding neighborhood. At a maximum of eight units per acre, up to 160 units could be built. It should be stressed, however, that the site is not presently available for residential development, and that its availability is dependent upon the college's plans for the property.

## **Potentially Reusable Sites**

In identifying potentially available sites for residential development, presently developed properties which may be converted to residential use must also be considered. In San Bruno, two such sites are known to exist. Others may become available in the future, and if so should be reviewed for their suitability as housing sites.

### **• Pacific Heights Shopping Center**

Pacific Heights Shopping Center property, a 13-acre site at the corner of Sharp Park Road and Skyline Boulevard, is designated in the revised General Plan for medium density residential use. The commercial uses have nearly all been abandoned. The City recently amended the General Plan and rezoned the property to R-3 (medium density residential use) to allow for 255 residential units. The site is served with necessary services and has good access. Residential use would be compatible with surrounding uses (single and multi-family residential). If developed as proposed, up to 64 additional units could be provided with application of the 25% density bonus.

### **• Crestmoor High School**

Crestmoor High School is another reusable site suitable for residential use. The City recently approved an amendment to the land use element of the General Plan which would allow a maximum of 130 units on the site. If the density bonus were applied, 32 affordable units could be constructed on this site.

In summary, only 32 acres (13 at Pacific Heights Shopping Center and 19 at Crestmoor High School site) can be considered available and suitable for residential use with any certainty. The availability of the Skyline College lands and jail lands are uncertain for the short and long term future, respectively.

## Potential Sites for Residential Use/Affordable Housing

| <u>Site</u>                           | <u>Acreage</u> | <u>Maximum Potential<br/>Units Under<br/>Permitted<br/>Densities</u> | <u>Potential<br/>Affordable<br/>Units with<br/>25% Density<br/>Bonus</u> |
|---------------------------------------|----------------|--|--|
| <b>I <u>Potential Short-Term:</u></b> |                |  |  |
| Crestmoor High School                 | 19             | 130  | 32   |
| Pacific Heights Shopping<br>Center    | <u>13</u>      | <u>255</u>   | <u>64</u>  |
| Subtotal                              | 32 acres       | 385 total units  | 96   |
| <b>II <u>Potential Long-Term:</u></b> |                |  |  |
| S.F. Jail Site                        | 158            | 158  | 40   |
| Skyline College approx.               | <u>20</u>      | <u>160</u>   | <u>40</u>  |
| Subtotal                              | 178 acres      | 318 units  | 80   |

## **Manufactured Housing**

As of 1980, there were seven manufactured housing units scattered throughout residential neighborhoods.

San Bruno's zoning ordinance allows construction of manufactured housing<sup>1</sup> in all residential districts as a conditional use. Opportunities for additional manufactured units are on vacant infill lots or as part of a larger planned residential development. The plan encourages development of small, affordable housing, including manufactured units.

---

<sup>1</sup> Manufactured housing must be built on a concrete slab.



# Constraints

State law requires an analysis of non-governmental and governmental constraints to the maintenance, improvement and development of housing for all income levels. The Housing Element must identify ways to reduce or overcome these constraints, if possible, in order to meet the City's housing goals and objectives.

## Non-Governmental Constraints

Non-governmental constraints include the availability of suitable land, development costs, home occupancy costs effects of housing speculation, neighborhood opposition and the availability of services to accommodate new residential development.

As discussed above (Availability of Sites for Residential Development), there is very little land available and suitable for residential use in San Bruno. This is the primary constraint to providing additional affordable housing.

Land cost is the second most significant constraint to development of affordable housing, and the greatest of all housing development costs. According to the Real Estate Research Council of Northern California, land is the fastest growing cost component of Bay Area housing, surpassing even increases in financing costs and builder profits.<sup>1</sup> Between October 1980 and October 1981, the value of land, exclusive of property improvements, increased close to 13 percent on the Peninsula and accounted for over 40 percent of the purchase price of Peninsula homes.<sup>2</sup>

Construction costs are also climbing. As of July 1981, a standard quality single-family residence (1,570 square feet, three bedroom, 1-3/4 bath with garage, patios, driveway, walks) cost approximately \$67,500 to build excluding land.<sup>3</sup> At today's construction costs, roughly \$50.00 per square foot<sup>4</sup> the same house would cost \$78,500 to build, excluding land. Multi-family residence construction costs are less, approximately \$35.00 to \$40.00 per square foot,<sup>5</sup> and not increasing as fast as other housing costs. Because of high land costs, financing difficulty, and the greater profitability in building owner occupied units, few new rentals are being constructed.

Construction costs can be higher when development constraints such as noise or environmental hazards are present. Residential development in parts of San Bruno are affected by airport-related noise and thus must be insulated, adding to development costs. Development on hillsides or in geologically unstable areas can require costly land alteration or structural engineering. Removal of existing development (i.e., shopping center, school facilities) can add to the cost of construction.

---

1 Real Estate Council of Northern California, Northern California Real Estate Report, October, 1981.

2 Ibid, Volume 32, Number 3, page 4.

3 Bank of America Appraisal Department, Cost Study Standard Quality Single-Family Residence--San Francisco Area, July, 1981.

4 San Bruno Building Department.

5 Ibid.

Construction financing, although normally representing a small share of total development costs, can be significant if construction is delayed by governmental reviews, weather or a slow housing market.

Mortgage financing has a direct effect on housing affordability: lenders will not lend money to persons whose monthly income is below that considered necessary to "afford" the house. Total monthly payments, including mortgage, tax and insurance payments, generally may not exceed 36% of the homebuyer's monthly income. For example, to purchase an averaged priced home in San Bruno (\$125,000)<sup>1</sup>, a monthly income of at least \$3,325 is needed, or an annual income of \$39,900.<sup>2</sup> About 21% of San Bruno's households earn more than \$40,000.

Prior to Proposition 13, the property tax, when coupled with increasing assessed values, represented a significant portion of the monthly house payment. As a result of Proposition 13, property taxes are set at one percent of assessed value. Generally, at the time of sale, or when major improvements are made, property is reassessed. For elderly and other individuals living in homes too large for their needs, the increased tax on a newly acquired home, along with present mortgage interest rates, may act as a disincentive for them to move to smaller units and to make their large homes available to families with children.<sup>4</sup>

Energy costs also affect housing affordability. Average household energy expenditures in San Mateo County have increased significantly over the past ten years. The average household's electricity costs have increased by approximately 50 to 80% from 1970 to 1980; natural gas costs have increased by approximately 75% over this period.<sup>5</sup> Energy prices are expected to rise another 84 percent for electricity and 77 percent for natural gas by 1985. This increase is especially difficult for low income residents whose household energy expenditures currently consume up to 20 percent of their gross income. In contrast, moderate and high income residents only spend 2 to 5 percent of their gross income on energy.<sup>6</sup> The potential is great for reducing essential consumption of conventional energy sources in San Mateo County. A building designed to be energy efficient will use only 1/3 to 1/5 as much overall energy per square foot as a typical existing building of the same design. Using a combination of conservation and solar technologies, the energy used can be reduced by 90 percent or more.<sup>7</sup>

---

1 Vogel Real Estate Co., telephone conversation June 1, 1983.

2 Ibid, 20% down payment, 12.5% interest on a fixed 30-year loan, including tax and insurance.

3 Ibid.

4 San Mateo County Housing Element, 1982.

5 Ibid.

6 California Energy Commission, Energy Tomorrow: Challenges and Opportunities for California, 1981.

7 Solar Energy Research Institute, Report on Building a Sustainable Future, April 1981, Volume 1.



Housing speculation has appreciated housing values at a much greater rate than inflation. Speculation has subsided somewhat over the past few years (compared to the late 1970's), but as long as there is a housing shortage, housing prices will stay high.

As a result of the rising cost of buying or constructing a new home, more homeowners are refurbishing and enlarging their present homes to meet their needs. Whereas some improvements are beneficial to the neighborhood and City housing stock, they also tend to raise the home value beyond what is affordable to lower income households.

## Governmental Constraints

Governmental regulation intended to protect the public health, safety and welfare can unintentionally increase the cost of development and thus the cost of housing. Governmental constraints to affordable housing include land use controls, building codes, site improvements, fees and other exactions required of developers, and local processing and permit procedures.<sup>1</sup>

City zoning ordinances and development regulations establish maximum residential densities based upon the availability of public services, traffic constraints, neighborhood character, etc. On June 1, 1977, the City adopted Ordinance No. 1284 which prohibits any increase in residential density over that permitted under existing (October 1974) zoning. It also limits the height of buildings to three stories or 50 feet, whichever is less. The ordinance was adopted in response to the filing of an initiative petition which carried enough signatures to allow it to be submitted to the electorate for a vote if not adopted by the City as an ordinance. Although such was not the intended purpose, this ordinance and standard city zoning can have the effect of constraining the development of affordable housing by precluding densities on residentially zoned parcels which would make construction of new housing affordable.

There are no vacant parcels in San Bruno presently zoned for multi-family densities; therefore voter approval is necessary to increase allowable densities in order to provide affordable housing.<sup>2</sup> The City ordinance only applies to land which was residentially zoned in 1974. Other properties could be rezoned for multi-family residential use without voter initiative.

Residential densities are also controlled by City zoning and subdivision requirements for off-street parking, open space, setbacks, heights, lot coverage and unit size. The zoning ordinance requires two covered off-street parking spaces for single-family and multi-family units having one or more bedrooms (1.5 spaces for studios). All residential districts have minimum site coverage and setback requirements (higher density districts also have minimum usable open space requirements) that limit the number of standard size units that can fit on a lot. In some cases, elderly housing for example, site

---

<sup>1</sup> State Government Code Section 65583 (a) (4).

<sup>2</sup> Government Code Section 65915 allows granting of a 25% density bonus which is not subject to local ordinance restrictions, including Ordinance No. 1284.



requirements could be waived or modified or units built smaller to allow more units and reduce development costs. For example, parking or open space/recreational facility requirements could be reduced.

Other City development requirements such as streets, sidewalks, and sewer, water, and storm drainage facilities are costly but necessary for the health, safety, and welfare of the City's residents. Some requirements such as landscaping, park land dedication<sup>1</sup> or in lieu fees, could be reduced as a trade off to providing affordable housing.

The City regulates conversion of rental units to condominiums through the General Plan and Zoning Ordinance (Article 5, Section 27-5). No more than 45% of the City's rental units may be converted to condominiums. This policy protects 55% of the rental units (presently approximately 2,275 units).

The City's development permit fees are relatively low. The building permit fee is calculated at \$433 for the first \$100,000 assessed value and \$2.50 for each additional \$1,000. For projects costing less than \$100,000, a sliding scale is used beginning with a \$10.00 fee for projects costing from \$1.00 to \$500. Plan check fees are 65% of the building permit fee. Other fees include sewer hook-up (\$110); water meter (\$175); electrical, plumbing, and heating charges, totalling approximately \$110 and other minor fees. The City requires a license fee of \$1,000 for new construction of a single-family home or condominium unit, and the same for condominium conversions. This fee goes to the City's General Fund. Thus on a \$100,000 new home in San Bruno, City fees would come to approximately \$2,000 or 2% of the unit cost. Other costs may be added depending on site constraints.

Permit processing takes anywhere from two months to one year depending on the complexity of the project and the level of environmental review. Delays usually occur as a result of lengthy environmental analysis or public concern. The recently revised zoning ordinance and updated General Plan should help reduce delays by increasing consistency in land use controls and providing better direction to developers.

Ordinance No. 1421 amends the zoning ordinance to limit development of second units. The ordinance allows only those second units that were built prior to June 30, 1977 that: 1) comply with the City's building code that was in effect at the time the units were constructed and 2) that are not a public nuisance. The City decided that additional second units should not be permitted because: 1) they would cause police problems and traffic congestion in residential neighborhoods narrow streets; 2) parcel sizes are not adequate to accommodate additional needed parking spaces; 3) sewer and water systems are not adequate to handle the additional units; and 4) second units would have a negative impact on the community. This ordinance was intended to serve as an interim control until further consideration could be given during the General Plan update.

The City's Building Code is not considered a constraint to providing affordable housing. The City cooperates with property owners in identifying affordable means of upgrading substandard conditions.

---

<sup>1</sup> City Ordinance Section 21.7.4 lieu fees requires dedication of land for parks or payment of equivalent in lieutees as a condition of subdivision.

## Meeting Housing Needs

As indicated in the above discussions of housing needs and constraints, there are very limited opportunities in San Bruno for providing affordable housings. San Bruno has already satisfied the total existing housing need (82 units), and a good portion (119) of the total projected need (286 units by 1990). The remaining total unmet need is 167 units.

But with little remaining suitable land, restrictions on density, and reduced government subsidy programs, it is unlikely that San Bruno can meet the housing needs of low and moderate income households by 1990. Thus, San Bruno's housing element focuses on protecting affordable housing stock, encouraging the provision of rental units, and facilitating the construction of new affordable housing by allowing a density bonus to projects providing low and moderate income housing. The element also encourages construction of smaller units with less amenities by offering expedited permit review and reduction of City fees. The City will also continue to participate in various housing programs which are aimed at helping to meet low and moderate income housing needs.

## Conserving and Improving Existing Affordable Housing

### • Condominium Conversions

The City's current Housing Element requires that 45% of the multi-family rental housing stock be retained as rentals. As of June, 1983, there were 5,004 multi-family units in San Bruno, and 2,220 multi-family units have been converted. Another 532 units may be converted. The Housing Element recommends continuation of this policy as one means of protecting rental opportunities. The condominium conversion ordinance provides for relocation assistance to tenants, assures right of occupancy for elderly or permanently disabled tenants for five years, and limits rental increases before and during the conversion process.

### • Energy Conservation

City ordinances comply with State laws on protecting solar energy opportunities in residential development. The City has no active program to promote or encourage energy conservation.

Up until recently, the Federal government and the State of California offered tax credits to help finance solar and conservation measures, such as insulation and weatherization. Most of these tax breaks have been rescinded. Another Federal program, the Weatherization Program of the Economic Opportunity Commission, provides free weatherization services to qualified low income households. In addition, Federal and State governments operate limited conservation educational outreach programs.

PG&E provides subsidies for solar devices under the Solar Demonstration Program, low interest loans for attic insulation, and zero interest loans for weatherization measures. PG&E also provides educational and advisory services which include home energy audits and inspections, furnace efficiency programs, etc.



## • Tenant Protections

State law requires landlords to provide written notice to tenants prior to the termination of their tenancy. For an extended lease (renting for a definite term) tenant may stay in the residence for the specified period of time, and the rent cannot be raised during the time unless the lease states otherwise.

For a month-to-month rental agreement (renting for no definite period of time), a landlord must give a tenant a 30-day written notice to vacate the premises. The landlord does not have to state a reason (Section 1946 of California Civil Code). In addition, a landlord can raise the rent any amount, as long as written notice is given. The notice period must be at least as long as the period between rental payments (e.g., for month-to-month tenancy, the notice cannot be less than 30 days according to Section 827 of the California Civil Code.)

San Bruno's zoning ordinance provides additional protection to tenants of rental units which are converted to condominiums. It requires relocation assistance for non-purchasing tenants, provides for a 5-year right of occupancy for disabled persons and senior citizens, and restricts rent increases for certain periods.

## • Housing Assistance Plan/Active Programs

Most of San Bruno's housing assistance programs are funded through San Mateo County's Block Grant program as a part of San Mateo County's Housing Assistance Plan and annual Action Program. The Housing Assistance Plan (HAP) is prepared by the County annually with the participation of the City of San Bruno. The HAP does not identify individual cities' needs. Funds are available Countywide and distributed upon request by merit.

The County Housing and Community Development (HCD) Division has funded the following Action Programs in San Bruno:

- improved accessibility for the handicapped, curb cuts for wheel-chair ramps at key intersections, and bells for the blind on traffic signals (completed; \$175,000).
- housing rehabilitation loan subsidy program (ongoing).

## • Residential Rehabilitation Services

The Housing Rehabilitation Program, operated by the County's Housing and Community Development (HCD) Division, offers financial as well as technical assistance in rehabilitating owner-occupied and rental housing, and commercial structures. The loan program is also available to low and moderate income disabled individuals.

Depending on the specific rehabilitation program used, interest rates on the loans vary from five percent to eight percent, for terms ranging from 10 to 30 years. Currently, the County's Low Interest Rehabilitation Program is funded through the Community Development Block Grant Program, the California Housing Finance Agency, SB 966 and local banks. Applications for loans are made directly to the County HCD Division.



The Housing Rehabilitation Program has provided \$341,000<sup>1</sup> in loans for housing rehabilitation in San Bruno. This program has been very successful in upgrading aging structures and neighborhood appearance, particularly east of El Camino Real. The City of San Bruno supports greater promotion of rehabilitation loans.

## • Section 8 Rental Assistance

Rents for low and moderate income residents can be reduced through the Section 8 Rent Subsidy Program, funded by the U.S. Department of Housing and Urban Development (HUD). HUD pays the difference between what a lower income household can afford (no more than 25 percent of adjusted income) and the fair market rent for an apartment. Households which qualify as very low or low income, disabled, or elderly (over 65 years) are eligible for rent subsidy.

## • Reduced Mortgage Financing

San Mateo County offers below market rate home mortgages to qualified first-time homebuyers for purchasing units built by developers who participate in the County's program. Purchasers of the Peninsula Place condominiums have participated in this program. Persons interested should contact the County HCD.

## • Mortgage Revenue Board

The City of San Bruno has issued Mortgage Revenue Bonds to provide below market interest rate first mortgage loans for buyers of owner-occupied homes. Buyers of units in the Shelter Creek Condominium project and of other occupied homes in San Bruno have participated. Those qualifying for these loans must have not have owned a home for the previous three years. Household income limits are related to median income, as established for the purposes of this program. The City periodically adjusts the income limitations to reflect economic circumstances. As of September 1983, the following income levels are applicable.

### San Mateo County Median Household Income

| Date            | <u>90%</u> | <u>100%</u> | <u>120%</u> | <u>150%</u> |
|-----------------|------------|-------------|-------------|-------------|
| July 1, 1983    | \$28,440   | \$31,600    | \$37,920    | \$47,400    |
| October 1, 1983 | 28,867     | 32,074      | 38,489      | 48,111      |
| January 1, 1983 | 29,300     | 32,555      | 39,066      | 48,832      |
| April 1, 1984   | 29,739     | 33,043      | 39,652      | 49,564      |

<sup>1</sup> As of fall 1982, \$230,550 had been used for 13 loans in San Bruno. The number of loans made since that time is not yet available.

## **Providing Affordable Housing**

- **Density Bonus**

Government Code Section 65915 requires local governments to grant a density bonus or incentives of equivalent financial value for developments that include at least 25 percent of the total units in their proposed developments for persons and families of low or moderate income or at least 10% for lower income households. The law also requires the City to provide the density bonus or incentives for condominium conversions which include at least 33% low or moderate income units or at least 15% for lower income households. This density bonus applies to housing developments consisting of five or more dwelling units. If the City chooses not to grant the density bonus, it is required to provide other incentives, such as the reduction or waiver of requirements which the City might otherwise apply as conditions of approval. Assurance, in the form of deed restrictions or other resale or rental controls for those units targeted as affordable may be given to see that future sale prices and rentals remain affordable.

Density bonuses are among the most feasible ways of providing affordable housing in San Bruno. Affordable units can be allocated among potential residential projects to meet the City regional need. Density bonuses would not require voter approval to the extent that the bonus would be consistent with State law.

- **Clustered Development/Smaller Units with Fewer Amenities**

One alternative means of developing housing at a reduced cost is to cluster units rather than following the standard single family lot subdivision. A clustered development pattern reduces development costs by concentrating streets and utilities in a limited area, minimizing land preparation, and allowing for shared wall construction. Units can be smaller than the standard single family home and can be designed to eliminate unnecessary amenities.

The City has a Planned Development (PD) district that allows a more flexible use of land, such as mixed uses and densities, clustered structures, and innovative design, than would occur in standard districts. This flexibility is also allowed by use permit (Planned Unit Permit) outside the PD zone. A project designed to meet certain needs, such as elderly housing, can eliminate or modify standard requirements, thereby reducing project costs. For example, unit size and parking requirements can be reduced in elderly housing, allowing more units which reduce land cost per unit. Sites suitable for residential use should be considered for clustered development.

- **Second Units**

Second units, also known as "granny" or "mother-in-law" units, are small, ancillary residences added to a single family home or lot. By nature of their size and limited privacy, second units often provide affordable housing to single or elderly persons as an alternative to the apartment complex.



The State passed a law (Section 65852.2, Government Code) in 1982 seeking to promote construction of second units where appropriate. The law requires local governments to allow second units unless it can be shown that "specific adverse impacts on the public health, safety and welfare would result from allowing second units within single-family and multi-family zoned areas...". The law defines the standards by which a city may evaluate, approve or deny requests for second units, including adequacy of water and sewer, impact of traffic flow, unit size, parking provisions, architectural style, etc. The law also notes that a local government need not amend its zoning ordinance nor general plan to allow second units; by adopting an ordinance in conformance with the state law, second units are considered within the allowable density for the subject lot. The law also states that second units shall not be restricted by any residential growth ordinance.

In response to the state law, the City of San Bruno passed Ordinance No. 1421 which limits second units to those built prior to June 30, 1977 that meet certain criteria (see discussion above under Governmental Constraints). The ordinance was intended to serve as an interim control until the General Plan could evaluate the issue more completely. The General Plan update has considered the issue of allowing second units in single-family areas as a means of providing needed affordable housing. A review of single family neighborhoods throughout the City shows that very few areas could accommodate second units because of limited water or sewage line capacity, narrow streets and limited parking space, fire safety concerns and compatibility with existing surrounding uses. The only area potentially suitable for second units is the R-2 district of Lomita Park and San Bruno Park. Here, many lots are 5000 square feet in size and traffic congestion is less of a problem than in other residential areas. The sewer line capacity is still a major concern, however. Sewer lines are old and small, generally five inches in diameter, and cannot handle a significant amount of additional sewage. Therefore, second units should not be allowed until the sewage disposal system is improved in this area to safely accommodate additional residential development. If and when second units are permitted in these areas, other concerns such as building scale and appearance, parking, and fire safety should be addressed on an individual basis. The City would have to revise its ordinance to allow additional second units and to include criteria to address these concerns.

### • Mixed Uses

Like second units, ancillary residential units in commercial zones provide rental opportunities that are generally affordable to low or moderate income persons. San Bruno's zoning ordinance now allows second story residential units over commercial uses in certain commercial zones (along San Bruno Avenue, San Mateo Avenue, and El Camino Real). Concerns of parking, building size and appearance, safety, etc. should be addressed during permit review.

### • Land Banking

Through the San Mateo County Housing and Community Development Division, cities may borrow Community Development Block Grant Funds to acquire land or improve sites for affordable housing. A loan request must include development plans for a specific site. Requests will be measured against other requests



Countywide. Once the site is acquired, the City could either contract for the construction of an affordable housing project or hold the land for future sale and development as affordable housing. Suitable sites are discussed previously.

- **Manufactured Housing**

Manufactured housing, including mobile homes and factory built housing, provides low income housing opportunities. State law prohibits local ordinances from precluding manufactured housing in single-family residential districts. San Bruno currently allows manufactured housing on a fixed foundation in any residential zone. Mobile home parks are a conditional use in single-family residential districts and are not permitted in other residential districts. There are only seven mobile homes in San Bruno.<sup>1</sup>

- **Home Equity Conversion**

San Mateo County, with the assistance of the County Legal Aid Society, established the Reverse Annuity Mortgage Program (RAM) to enable elderly homeowners to use their home equity for needed money. Participants obtain a loan which is dispersed on a monthly basis as needed for a fixed period when the loan payment is due. To qualify, loan recipients must be 62 years or older, own their dwelling, have little or no mortgage balance, modest assets, and low or moderate income. Applicants should contact San Mateo County HCD.

- **Anti-Discrimination Legislation**

Federal and State housing laws prohibit discrimination based on race, color, religion, national origin or sex. In addition, California law prohibits discrimination based on marital status, physical handicap or if a family member is a child. San Bruno has adopted a similar policy to protect its residents against discriminatory housing practices. The City's Condo Conversion Ordinance prohibits discrimination against persons with children.

- **Rental Housing Construction Program**

The Rental Housing Construction Program provides funds through local agencies or the California Housing Finance Agency (CHFA) for the development of new rental units by private, public or non-profit sponsors. Not less than 30% of the units must be made available to low and very low income households.

- **The Housing and Urban Recovery Act of 1983**

The Housing and Urban-Rural Act (HURRA) includes a variety of housing and community development assistance programs and authorizes funding to carry them out. Among these are an extension of the Community Development Block Grant program, low income assistance programs (chiefly public housing and Section 8 assistance), a Rental Housing Rehabilitation and Development program, and extension of the Federal Housing Administration program. Further information can be obtained from the Low Income Housing Information Service, Washington D.C.

---

<sup>1</sup> U.S. 1980 Census data

# Goals, Policies and Implementing Actions

The Housing policies and actions are grouped under three headings: Conservation and Improvement of Existing Housing, aimed at rehabilitation and upgrading of existing housing units; Balance of Housing Types and Affordability, which addresses ways to preserve the balance of housing types and to develop new housing affordable to all income groups; and Potentially Available Sites, which identifies sites suitable for residential development and ways to facilitate the construction of units affordable to lower moderate income households. Each policy group includes a Target<sup>1</sup> which is a quantified goal tied to a particular type of housing need. Needs are based upon ABAG's Housing Needs determinations, San Francisco Bay Region (July 1983) and upon an analysis of the 1980 census data. Targets and needs should be periodically reviewed (at least every 3 to 5 years) and modified as changes occur in available programs, accomplishments and local needs.

In considering targets it is important to recognize that the accomplishments of one program may overlap the objectives of another. For example, rehabilitation of existing residential units will also insure continued availability of moderately-priced housing. Therefore, in reviewing the action program it is important to be aware of all the programs and their interaction.

## Goals

1. Promote availability of a decent home and a satisfying environment for every City resident regardless of age, sex, race, marital status, ethnic background, income or other arbitrary factors.
2. Promote sound neighborhoods and availability of adequate and affordable housing of all types and tenure.
3. Upgrade, maintain and increase the supply of available housing.

---

1. The target programs are policy statements for the Housing Element as required by State Law. Unless otherwise noted, targets are based on 5% of the local need per year for 5 years.

## Policies and Implementing Actions

### • Conservation and Improvement of Existing Housing

#### Target:

The community short-term rehabilitation target is twenty five units or five units per year for five years.

Policy 1.        Protect the residential quality and stability of existing neighborhoods.

#### Action

1-A.        The City will continue to seek funding through the Block Grant to upgrade and maintain public facilities and services within the rehabilitation target areas. (Target: Substantial progress on replacement or upgrading of water, sewage and storm drainage systems within ten years.)

Time Frame: Ten years

Responsible Agency: San Bruno Department of Building and Planning

Funding source: Community Block Grant Funds, Federal Department of Housing and Urban Development (HUD)

#### Action

1-B.        The City should continue to evaluate the condition of the housing stock city-wide at regular intervals.

Time Frame: On-going

Responsible Agency: San Bruno Department of Building and Planning (subsequently referred to as SB B&P)

Funding Source: City

#### Action

1-C.        The City should continually monitor housing programs to identify new sources of funding which may be employed in housing conservation and maintenance in San Bruno.

Time Frame: On-going

Responsible Agency: SB B&P

Funding Source: City; others to be assessed

Policy 2.        Encourage rehabilitation of substandard residences.

#### Action

2-A.        The City will continue to participate with the County in the housing rehabilitation loan program. The City will promote rehabilitation



loans through advertising, distribution of information to areas in need of rehabilitation and through community outreach programs. (Target: 13 single-family units and 5 multi-family units).

Time Frame: Five years

Responsible Agency: SB B&P

Funding Source: San Mateo County HCD

Policy 3. Seek out programs which will assist homeowners, landlords and tenants in preventative maintenance.

Action

3-A. The City will continue to seek Block Grant money to develop and implement a continued maintenance assistance program for those people in the rehabilitation target area who are unable for physical or financial reasons to maintain their property. One program approach would be a paint-up/fix-up program, employing youth during the summer. Service would be provided at cost or with subsidy for those who need financial assistance. (Target: On-going paint-up/fix-up program; 10 units a year).

Time Frame: Five years

Responsible Agency: SB B&P

Funding Source: Community Block Grant Funds (HUD)

Policy 4. Encourage energy conservation measures, particularly those which would also contribute to noise reduction in residential units and will retain the units' affordability if possible.

Action

4-A. The City will continue to publicize and encourage energy conservation programs with provide at cost or subsidized conservation inspections and corrective actions. PG&E provides programs. Grants from the State and Federal government are also available for local conservation program. (Target: community-wide awareness and program availability at cost or with subsidy for those who cannot afford the cost).

Time Frame: On-going

Responsible Agency: SB B&P

Funding Source: City, State HCD, Federal HUD, utility companies

Policy 5. Encourage private investment in the maintenance and provisions of affordable housing stock.

Action

5-A. The City will encourage privately-financed residential rehabilitation by waiving some permit fees for work done on residential units

in the rehabilitation target area. (Targets: 5 single-family units and 2 multi-family units).

Time Frame: Five years

Responsible Agency: SB B&P

Funding Source: private investment

## • Balance of Housing Types and Affordability

### Targets:

The short-term target for maintaining a balance of housing type and tenure is 97 multiple and 70 single-family units, and 124 rentals and 43 owner occupied units, respectively.

The short-term target for remedying overpayment for housing costs is 97 for renters and 33 for owner occupied units.<sup>1</sup>

The short-term target for reducing overcrowded conditions is 34 households.<sup>2</sup>

Policy 6. Provide for a balance of residential uses by type (single and multi-family), tenure (owner and renter occupied), value and location.

### Action

- 6-A. To maintain a balance of housing types and tenure, the City will
- Designate Pacific Heights Shopping Center site for MFR development
  - Designate other suitable sites for residential use, such as closed schools that are surplus to any educational or administrative needs of the school districts.
  - Revise the zoning ordinance to encourage development of multiple rental units density bonuses, by revising regulations to encourage small units and fewer amenities, by considering reducing parking and open space requirements, and by reducing fees and processing periods, etc. (Target: 97 multiple and 70 single family units by 1989).

Time Frame: Land use designations and revisions to zoning ordinance: One year

Provision of rental units: Five to ten years

Responsible Agency: SB B&P

Funding Source: City

---

<sup>1,2</sup> Because of the large need associated with overpayment and overcrowding, short-term targets represent a smaller percentage: 1% per year for 5 years.

## Action

- 6-B. Regulate condominiums, stock cooperatives, and community apartments to ensure the availability of rentals and choice within the housing stock. Each condominium, stock cooperative, and community apartment project shall be evaluated on its own merits. (Target: Conserve 50 percent of the multiple-family housing stock in rentals).

Time Frame: On-going

Responsible Agency: SB B&P

- Policy 7. Ensure the continued availability of affordable housing for low and moderate income persons, the elderly, handicapped, minorities, and families with children, and without discrimination as to marital status.

## Action

- 7-A. The City will revise the zoning ordinance to encourage the development of affordable low and moderate income housing, particularly affordable rentals, by offering a density bonus of at least 25% or incentives of equivalent financial value for any development which includes at least 25% or more low and moderate income units or at least 10% for lower income households. The ordinance should also offer an equivalent density bonus or financial incentives for Condominium conversions which include at least 33% low or moderate income units or at least 15% for lower income households. (Target: 124 rentals, 43 owner occupied).<sup>1</sup>

Time Frame: Zoning Ordinance Revisions: One year

Development of affordable housing: Five to ten years

Responsible Agency: SB B&P

Funding Source: City

## Action

- 7-B. Develop program to assure continuation of affordable housing payments (rents and resale prices) for future residents.

Time Frame: One year

Responsible Agency: SB B&P

Funding Source: City

## Action

- 7-C. Revise the zoning ordinance to express as one of the purposes to promote equal opportunities in housing for all people.

Time Frame: One year

Responsible Agency: SB B&P

Funding Source: City

---

<sup>1</sup> Fulfillment of this target can overlap with Action Program 6-A.



Policy 8. Encourage affordable housing specifically designed for the elderly and the handicapped.

Action

8-A. Revise zoning procedures to expedite permit review and reduce or eliminate fees (planning, building and license fees) on projects providing housing specially designed for the elderly or the handicapped.

Time Frame: One year  
Responsible Agency: SB B&P  
Funding Source: City

Action

8-B. Consider relaxing development regulations such as parking, recreational facilities or open space requirements to encourage housing for the elderly or handicapped. Encourage small units with fewer amenities to reduce construction costs. (Target: 30 rental units).

Time Frame: One year  
Responsible Agency: SB B&P  
Funding Source: City

Action

8-C. Continue to make information available to elderly homeowners on the County's home equity conversion program.

Time Frame: On-going  
Responsible Agency: SB B&P  
Funding Source: City

Policy 9. Encourage clustered residential developments, smaller units and fewer amenities with flexible development standards (parking, open space, densities, etc.) to reduce construction costs while protecting the neighborhood integrity.

Action

9-A. Review and revise where necessary, existing ordinances to permit flexible design and building standards in order to reduce construction costs and provide affordable housing. Assure that projects meet safety requirements. (Target: Encourage builders to seek acceptable ways of reducing the basic cost of construction: 15 rental units).

Time Frame: One year  
Responsible Agency: SB B&P  
Funding Source: City

### Action

- 9-B. Revise zoning procedures to expedite decisions for projects providing affordable units. (For example, consolidate permit hearings and use an administrative review process for projects of less than five units). Reduce or eliminate fees (planning, building and license fees) on projects providing affordable housing. (Target: 15 rental units).

Time Frame: One year

Responsible Agency: SB B&P

Funding Source: City

- Policy 10. Encourage a wide variety of construction and financing techniques to achieve affordable housing.

### Action

- 10-A. The City will continue to participate in the San Mateo County Housing Authority's Section 8 rent subsidy program, and encourage private developers to seek Section 8 subsidy assistance for their projects where appropriate.<sup>1</sup> (Target: 12 existing rental units and 25 new rental units).<sup>2</sup>

Time Frame: Five years

Responsible Agency: SB B&P

Funding Source: Section 8 rent subsidy program, HUD

### Action

- 10-B. Encourage developers and potential homebuyers to participate in the City's and County's reduced home mortgage program. Advertise availability of programs.

Time Frame: On-going

Responsible Agency: SB B&P

Funding Source: City, and San Mateo County HCD

### Action

- 10-C. The City will continue its present program which offers below market rate loans for buyers of owner occupied homes. Explore use of this program in all new residential development projects and in condominium conversions. (Target: 33 owner occupied units).

Time Frame: Five years

Responsible Agency: City Manager's Office

Funding Source: City of San Bruno

1 Section 8 subsidy assistance is available for new elderly, family and large family units. This allocation is separate from the rent contracts for existing units.

2 Target is based on linear projection of current increase in non-project Section 8 contracts located in San Bruno, 1980.

## Long Term Action Programs

1. Continue short-term programs and make them more efficient where possible.
2. Update need figures as available. Adjust targets as necessary.
3. Monitor federal, state, and county programs to identify housing programs for which San Bruno might be eligible. Seek available funds.

Time Frame: Ten years

Responsible Agency: SB B&P

Funding Source: City of San Bruno

### • Potentially Available Sites

**Targets:** (Target figures will overlap with those of Policy/Action group B, above).

Development of potentially available vacant or reusable areas suitable for possible residential use to address projected regional housing need and to increase the availability of new affordable housing in San Bruno.

The City's short-term target (by 1989) for providing its fair share of affordable housing need is 51 very low income units, 46 low income units, 63 moderate income units, and 7<sup>1</sup> above moderate income units.

**Policy 11.** Maintain a balanced residential environment with access to employment opportunities, community facilities, and adequate services.

### Action

- 11-A. The General Plan designates the following vacant and reusable sites to encourage the development of a variety of housing types to address the needs of all incomes. Densities compatible with the surrounding uses, consistent with available service capacities, and environmental constraints, and in accordance with existing city ordinances. (Target: 70 affordable SFR and 97 MF units, including 23 low income and 48 moderate income units).

Time Frame: Five years

Responsible Agency: SB B&P

Funding Source: City

1. Pacific Heights Shopping Center (13 acres). General Plan Designation: Medium density residential. Maximum number of units permitted: 255. Potential affordable units with 25% density bonus: 64.

---

<sup>1</sup> ABAG reports total above moderate income need of 126 units; 119 have been constructed since 1980, leaving a need for 7 units.



2. Crestmoor High School Site<sup>1</sup> (19 acres available for residential uses). General Plan designation: low density residential; maximum number of units permitted: 130 units; Potential affordable units with 25% density bonus: 32.
  3. Skyline College (undeveloped property, approximately 20 acres). General Plan designation: Low density residential; Maximum number of units permitted: 160; Potential affordable units with 25% density bonus: 40.
  4. San Francisco jail site (158 acres). General Plan designation: Very low density residential; Maximum number of units permitted: 158 units; Potential affordable units with 25% density bonus: 40.
5. Consider on a case by case basis designating for residential use closed schools that are surplus to any educational or administrative needs of the school district.

TOTAL MAXIMUM POTENTIAL AFFORDABLE UNITS: 176.

Policy 12. Disperse new affordable housing throughout the community on available vacant or reusable land.

Action

- 12-A. Through the Block Grant program, and with available bond funds, the City will endeavor to purchase one of the remaining available residential sites suitable for a mix of very low and low income housing, particularly housing for the elderly. (Target: 51 very low income units and 23 low income units).

Time Frame: Five years

Responsible Agency: SB B&P and City Manager's Office

Funding Source: Community Block Grant Funds, HUD; and City of San Bruno bond funds

Action

- 12-B. To provide some moderate-priced housing the City will continue to allow residential uses of second stories over commercial uses in the more intensively developed commercial areas, such as along San Bruno Avenue, San Mateo Avenue, and El Camino Real. (Target: 15 moderate income units).

Time Frame: On-going

Responsible Agency: SB B&P

Funding Source: private parties

---

<sup>1</sup> Crestmoor High School Site has been approved by the City for residential use.

Policy 13. Continue to allow second units in the R-1 zone that were constructed prior to June 30, 1977 and that met the UBC at time of construction.

Action

13-A. Continue to legalize existing second units consistent with existing City Ordinance.

Time Frame: On-going  
Responsible Agency: SB B&P  
Funding Source: City

Policy 14. If it can be demonstrated that adequate sewer line capacity exists, consider, on a case-by-case basis, allowing small second units on single-family lots in R-2 zones in San Bruno Park and Lomitas Park where compatible with current mixed densities and where service capacities can accommodate additional population. Require adequate on-site parking and compatible design.

Action

14-A. Revise zoning ordinance to permit second units on single-family lots as a conditional use in the designated R-2 district. Limit to studio or one bedroom units, with a floor area of no more than approximately 30% of primary residence. Require:

1. Minimum lot size of 5,000 sq. feet.
2. Provision of one additional on-site parking space.
3. Satisfaction of ISO waterflow and other fire safety standards.
4. Availability of service capacity (water, sewer, storm drainage, etc.) to handle additional population, with payment of service fee to help pay for anticipated service improvements.
5. Conformance with height limits, setbacks, and design standards to assure compatibility with the surrounding area.

Target: 20 units

Time Frame: On-going  
Responsible Agencies: SB B&P: City Public Works and Fire Departments  
Funding Source: City; private parties

## Long Term Programs

1. The City should review at least every five years the uses and densities applied to the available, vacant land. Changes in environmental constraints such as noise, energy consumption, as well as physical factors should be considered in re-evaluation of appropriate uses and densities. The public should be directly involved in the site review and in establishing criteria for review and change of designations and intensities of use.

Time Frame: Every five years

Responsible Agency: SB B&P

Funding Source: City



# Circulation Element

## Introduction

The Circulation Element is an update of the adopted 1975 Circulation Element. It responds to state general plan requirements and the Environmental Impact Report guidelines. The element identifies current traffic, circulation, and parking problems, presents 1983 traffic counts for City arterials and adjoining freeways, and discusses relevant regional transportation plans. Policies and implementing actions are recommended to address current and anticipated needs.

The policies in the Circulation Element are structured to establish a comprehensive transportation system; provide efficient, safe, and pleasant movement in San Bruno; to mitigate environmental impacts of vehicles; develop an adequate local transit system; and to provide transportation services for all San Bruno residents.

No major new facilities are recommended in the Circulation Element. Short range, mid range, and long range action programs are recommended to serve existing and likely future circulation and circulation-related needs of San Bruno residents. The action programs deal with improving problem intersections, ensuring driver and pedestrian safety, public transportation, mitigating the effects of work trip travel, providing adequate parking, protecting neighborhoods from traffic impacts, continued street maintenance and beautification, coordinating development planning with traffic capacities, and coordination with regional agencies. Periodic review of the effectiveness of circulation improvements and further study of specific project impacts on circulation are needed.

During the comprehensive review of the 1983 General Plan Elements, the Circulation policies and actions were coordinated with the review of other general plan elements in order to achieve the required consistency among elements (Section 65302 b of the Government Code). Land use designations and intensities of use reflect intersection and street capacities and parking availability. Where traffic impacts could exceed desirable circulation standards, mitigation measures are recommended.

## Circulation Background and Problems

### The Physical Context

The West Bay Corridor extends from San Francisco in the north to San Jose in the south and includes the narrow band of intensively developed urban areas on the West Bay Peninsula. Two major freeways, U.S. 101 and Interstate 280 traverse the length of the corridor. Interstate 380 and state routes 35 (Skyline Boulevard) and 82 (El Camino Real) also pass through San Bruno. SamTrans and Santa Clara County Transit provide bus service in this corridor. CalTrans-funded "Cal-Train" provides train service. San Francisco International Airport, east of San Bruno and U.S. 101, generates a significant number of commute work trips.

## Travel Characteristics

Automobile dependency, particularly for commuter travel, remains one of the most significant transportation problems of the West Bay Corridor.

Work trips are generally concentrated in two hour periods in the morning and evening, as compared with non-rush trips which are more evenly spread throughout the day. There is also a two hour non-peak period from 11:00 A.M. to 1:00 P.M. which experiences heavier than average traffic. Most traffic circulation problems in San Bruno occur during peak commute hours. Although statistics on the purpose of local trips are not available, it can be estimated that at least 40% of the total daily trips in San Bruno are trips to and from places of work. More people are commuting to work in carpools (17% in 1980 versus 10% in 1970) and fewer people driving alone (70% in 1980 versus 77% in 1970). The use of other transportation modes (public transportation, walking, bicycles, etc.) has remained relatively the same. Approximately 7 percent of the workers use public transportation, 3 percent walk, and 2 percent use other means (motorcycle, bicycle, etc.)<sup>1</sup>

Most daily trips from non-resident employees originate from or are destined to job locations located in the eastern part of the City: San Mateo Avenue CBD zone, Bayhill, Tanforan area and east of the railroad tracks. These trips are usually made on San Bruno Avenue via 101, 280, and El Camino Real via 380. Most resident workers leaving the City use these same routes and related intersections, thus complicating peak hour congestion problems. Traffic counts confirm these conclusions on current work trip travel patterns.

Most non-commute trips in the San Bruno area are through-trips, passing through the City on Routes 101, 280 and 380. Current average daily trips on these thoroughfares are: Route 101, approximately 185,000 (between I-380 and the San Francisco Airport); Route 280, approximately 68,500 (south of I-380); and 97,000 (north of I-380); and Route 380, 51,000 (near Route 101) to 58,000 (between El Camino Real and I-280). The estimated number of daily auto trips in San Bruno is approximately 117,000 to 147,000 vehicle trips per day based upon an average of 8 to 10 vehicle trips per household, including commute trips).<sup>2</sup>

Employment projections<sup>3</sup> for San Bruno indicate that commuter traffic will continue to be the principal circulation problem. Traffic projections related to the buildout of available land for commercial use (i.e., Bayhill and Tanforan vacant lands) indicate that traffic volume would increase, particularly at the intersection of San Bruno Avenue and El Camino Real and on related arterials. Expansion of the airport facilities will also add to traffic congestion on San Bruno Avenue and nearby areas.

---

1 U.S. Census Data 1980.

2 City of San Bruno Public Works Department.

3 ABAG projects a 50% increase in employment opportunities in San Bruno by the year 2000. See Housing Element.







# Circulation System Map City of San Bruno, California

## MAP SYMBOLS

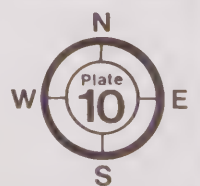
- CITY BOUNDARY
- SUBDIVISION
- PRIVATE ROAD
- FIRE ROAD
- WATER TANK
- WATER PUMP STATION
- SEWER LIFT STATION

- ELEMENTARY SCHOOL
- INTERMEDIATE SCHOOL
- HIGH SCHOOL
- PRIVATE SCHOOL
- SPECIAL SCHOOL
- FORMER SCHOOL SITE
- POLICE STATION
- FIRE STATION

- CIVIC FACILITY
- PARK
- TOT LOT

0 600 1200 2400  
Feet

0 0.1 0.25 0.5  
Mile



Ironsides & Associates  
Planning Consultants





# Characteristics of the Circulation System

The following is an inventory of existing conditions and/or problems of the local transportation system in San Bruno:

## Arterial Network

The primary function of an arterial system is to provide for traffic movement between and across major areas of a City. Provision of direct access to abutting land is a subordinate function of an arterial. Since the primary function of this type of street is the movement of vehicles rather than access to abutting land or temporary storage of vehicles, arterial streets are subject to regulation and control of parking, turning movements, entrances, exits, and curb use where conditions warrant. For the purposes of this report, freeways and highways are considered arterials.

### • Freeways and Highways

U.S. Route 101 (Bayshore Freeway) is an eight lane north-south freeway. It lies between San Bruno and the San Francisco Bay, connecting cities and employment centers along the Bayshore. It is a major access route to San Bruno.

Traffic conditions along 101 are especially strained during commuting hours. The freeway is currently operating at near capacity conditions in the peak hours with approximately 155,000 to 185,000 average daily vehicle trips in the vicinity of San Bruno. Current and projected development trends for the west San Francisco Bay (i.e., more concentrated employment opportunities and limited housing near employment centers) will add to the traffic problems. Significant improvements in highway capacities are not likely due to state and federal funding limitations, restricted rights-of-way, and environmental constraints.

The Metropolitan Transportation Commission (MTC) is undertaking a study of Highway 101.<sup>2</sup> In the study, MTC projects a 27% increase in peak period traffic and recommends ways to mitigate potential traffic problems along Highway 101. Mitigation measures are related to the level of traffic generated by new projects. Mitigation includes increased use and capacity of transit systems.

San Bruno's resident population will not contribute significantly to increased traffic on Highway 101. Growth in San Bruno's employment opportunities will, however, add to the corridor's congestion. Full buildout of Bayhill will generate approximately 12,000 vehicle trips per day<sup>3</sup>, including present traffic. Traffic from development of Tanforan and the airport lands will be

---

1 Regional Transportation Plan, Corridor Description and Transportation Improvement Proposals; West Bay Corridor, MTC, 1983.

2 Peninsula Route 101 Study, MTC, November 1983.

3 Assuming a total of 993,000 square feet of buildings, at 12 trips per 1,000 square feet; Traffic Impact Analysis in Bayhill IV Office Building, August 1983, J.D. Drachman and Associates.



significant, generating from 4 to 7 trips per 1,000 square feet for industrial uses, and 40 to 50 vehicle trips per 1,000 square feet for commercial use.<sup>1</sup>

It is in San Bruno's best interest to continue to participate in the regional planning for U.S. 101. Congestion on 101 will affect commuters, contribute to traffic back-ups on local streets, particularly San Bruno Avenue, and will result in greater use and congestion on El Camino Real. Maintaining traffic flow on El Camino Real is thus particularly important.

Interstate 280 is an eight lane north-south freeway running through San Bruno and along its west side. Interstate 280 serves as an alternate to Route 101 for many north peninsula destinations. With 78,000 average daily vehicle trips on the San Bruno section, this freeway has a remaining capacity of about 10%. Interstate 280 is a designated state scenic highway. There are no major improvements proposed for the route through San Bruno.

Interstate 380 is a six to ten lane freeway segment connecting Interstate 280 with U.S. Route 101. It is well used by commuters and travelers destined for the airport. Interstate 380 absorbs a good portion of the east-west traffic that previously used San Bruno Avenue.

San Bruno traffic destined to or from Interstate 380 is a major contributor to congestion in the San Bruno Avenue/El Camino Real environs. Increased employment opportunities associated with buildout of Bayhill, Tanforan and the airport lands will contribute traffic in this corridor. A more efficient means of entering and leaving surface streets (particularly San Bruno Avenue and El Camino Real), is needed in this area.

Completion of Interstate 380 is planned to provide direct access to the airport passenger terminal as well as to provide improved access to the high employment shop area north of the airport. These plans<sup>2</sup> include:

- Reconstruction of the interchange and overcrossing from Millbrae Avenue to San Bruno Avenue on Route 101.
- Construction of a northbound viaduct and service road in the vicinity of the San Francisco Airport.
- Extension of Interstate 380 to the airport shop area.
- Construction of an airport vehicular overcrossing north of Millbrae Avenue.<sup>3</sup>

<sup>1</sup> Vehicle Trip Generating of Urban Land Uses, Trip Generation - An Informational Report, 1976, Institute of Transportation Engineers.

<sup>2</sup> Regional Transportation Plan, July, 1983, MTC.

<sup>3</sup> Construction of an overcrossing is dependent upon environmental clearance for development of the airport property west of Route 101. (CalTrans Environmental Analysis Branch, January 9, 1984).

## • El Camino Real (State Route 82)

El Camino Real is a major six lane boulevard/state highway. It connects San Bruno with South San Francisco on the north and Millbrae on the south. Parallel parking lanes and sidewalks line both sides of the street. There is a 16 foot wide median down the middle of the street with left turn lanes at major intersections.

El Camino currently carries an average of 38,500 average daily trips. There are no major traffic problems except at major intersections: El Camino Real/San Bruno Avenue, El Camino Real/ Santa Lucia Avenue and El Camino Real/Taylor Street/San Mateo Avenue. The intersection of El Camino Real and San Bruno Avenue is the City's most congested intersection with 43,500 average daily trips. Installation of left turn signals has improved traffic flow. The intersection remains a problem, however, because of the amount of traffic dependent upon it in route to and from Bayhill, Tanforan, Interstate 380, Route 101, airport access, and as part of an alternative north-south route to 101.

The intersection of El Camino Real/Taylor Street/San Mateo Avenue is another problem area, not because of traffic volume but because of street configuration. Vehicles are prevented from turning southbound onto El Camino real from San Mateo Avenue. This arrangement causes traffic to travel through adjacent residential neighborhoods. Reconfiguration of the intersection to allow southbound traffic from San Mateo Avenue would be costly. Better signing is needed.

The buildout of Tanforan and Bayhill properties will contribute traffic to El Camino Real, particularly at the intersection with San Bruno Avenue and north to Sneath Lane. Anticipated traffic generated by completion of the two major employment and commercial centers will necessitate improvements to affected intersections and streets. Potential traffic impacts and mitigation measures should be identified as part of development proposals.

## • Skyline Boulevard (State Route 35)

This is a major two to four lane north-south arterial that runs the length of San Bruno. It provides access to western San Bruno and is the main route to Pacifica from north-bound Interstate 280. The two lane portion (south of Sneath Lane) must eventually become four lanes to handle predicted traffic flow increases. The state has plans to widen Skyline Boulevard between San Bruno Avenue and Sneath Lane<sup>1</sup>. Any widening of Skyline should be sensitive to visual resources since Skyline Boulevard is a potential scenic corridor.

Residential development on the San Francisco jail site, Skyline College and the Pacific Heights site would contribute approximately 5,000 vehicle trips per day to Skyline Boulevard. Traffic impacts and mitigation measures should be considered during project review.

---

<sup>1</sup> CalTrans Environmental Analysis Branch, January 9, 1984.



## Other Arterials:

### • San Bruno Avenue

San Bruno Avenue is a four-lane arterial with a median strip, left turn lanes and six foot shoulders on either side between Route 280 and Elm Avenue. There are sidewalks on the north side from Crestmoor Drive/Shelter Creek Lane to Seventh Avenue and on the south side from Acacia Avenue to Seventh Avenue. San Bruno Avenue acts as a major arterial street connecting eastern and western areas of the City and providing access to major activity centers along its route from Skyline Boulevard to Route 101. It is a major entrance/exit from San Bruno at Route 101 as well as a principal route for San Francisco Airport support activities east of 101.

San Bruno Avenue east of El Camino Real carries approximately 16,600 to 21,000 vehicles per average weekday. Traffic has dropped from 35,000-39,400 to 16,000-21,000 average daily trips since completion of Interstate 380. Still, San Bruno Avenue is congested during peak commute periods. Left turns from San Bruno Avenue onto side streets east of El Camino Real cause traffic back-ups. Cars entering and exiting parking lots along San Bruno Avenue cause frequent interruption to traffic flow. San Bruno Avenue is heavily used for access to Route 101 and the airport.

At peak periods San Bruno Avenue becomes heavily congested between Cherry Avenue and Interstate 280. This situation will worsen as Bayhill and Tanforan continue to build out. Traffic impacts from new or continued development should be mitigated. With limited space for road widening, traffic mitigation should include provision for alternative transportation modes, employee flex time, etc.

San Bruno Avenue is a scenic corridor from Skyline Boulevard to El Camino Real.

### • Sneath Lane

Sneath Lane links Skyline Boulevard and El Camino Real, Interstate 280 and Huntington Avenue. The upper portion (between Interstate 280 and Skyline) is a two lane roadway that connects and distributes traffic to nearby local streets. Estimated average daily traffic is 10,000. There are sidewalks in this segment from Rollingwood to Sequoia and from West Claremont Skyline on the south side, from Sequoia to West Claremont on the north side. From Rollingwood Drive to Huntington, Sneath Lane is four lanes with a 16 foot median strip between Interstate 280 and Huntington Avenue. There are sidewalks from Rollingwood Drive to Huntington. Average daily traffic is 25,500 to 25,860 vehicles at Cherry Avenue and El Camino Real respectively. Development of the vacant Tanforan lands will generate traffic on Sneath Lane, particularly its eastern end.

A traffic signal at Sneath Lane and Cherry Avenue has improved circulation. There are also intersection problems at Commodore Drive because of traffic density, left turn problems at Rollingwood intersection, sight distance problems at Sequoia Avenue, and left turn density and storage problems at the Interstate 280 freeway ramps. Sneath Lane is a designated scenic corridor.



- **Crystal Springs Road (between Cunningham Way and El Camino Real)<sup>1</sup>**

This section of Crystal Springs Road is a major two lane east-west arterial which connects eastern and western San Bruno and provides access to the City Park and Junipero serra County Park. There are sidewalks on both sides from El Camino Real to Cypress and sidewalks on the north side from Cypress to Donner.

Since most of the land served by Crystal Springs Road is already developed, the plan does not anticipate a significant increase in traffic on the street.

- **Jenevein Avenue (between San Mateo Avenue and Whitman Way)**

This is a two-lane arterial street with parking and sidewalks on both sides. It connects western hill area collector streets and local streets east of Interstate 280 with El Camino Real and eastern San Bruno. No new major development is proposed in the General Plan that could significantly increase traffic on Jenevein Avenue.

- **College Drive (between Skyline Boulevard and the main entrance to Skyline College)**

College Drive is a four lane street that serves Skyline College and the surrounding residential area from Skyline Boulevard. It is currently designated as a collector street, although it has been designated on the federal select system of streets as an arterial for a number of years. The revised Circulation Element reclassifies College Drive as an arterial to reflect anticipated traffic flow.

If vacant lands at the college site are developed residentially, up to 1,430 vehicle trips per day could be generated. The need for improvements is not anticipated though will be assessed more carefully at the time of development review.

- **Sharp Park Road**

This is a major three and four-lane arterial that connects San Bruno with Pacifica. It also serves neighborhood collector streets and Skyline College. There are eight foot shoulders on both sides with no parking or sidewalks.

Estimated daily traffic on Sharp Park Road near Skyline Boulevard is 15,000 vehicles. This will increase by approximately 2,040 vehicles per day if the Pacific Heights Shopping Center site is redeveloped to a higher use. Development in Pacifica will also contribute traffic to Sharp Park Road.

- **San Mateo Avenue**

This is a major two-lane street serving the San Bruno central business district and northeastern industrial/residential neighborhoods. There is parking

---

<sup>1</sup> The section between Cunningham Way and Crestmoor Drive will be downgraded from an arterial to a collector.

on both sides and sidewalks that vary from 10-1/2 feet to 16 feet in the CBD. There are sidewalk "bulbs" at the corners and centers of blocks. Tree planters and assorted "street furniture" decorate San Mateo Avenue in the central business district.

The intersection of San Mateo Avenue, Taylor Avenue, and El Camino Real is a problem area. Southbound turns from San Mateo Avenue to El Camino Real are not allowed, causing excessive travel on adjoining streets. Better signing could improve circulation by directing southbound traffic to El Camino Real.

Other problem intersections along San Mateo Avenue are at San Bruno Avenue, Scott Street, and Huntington Avenue. Signalization at these intersections may be added or improved at some future date.

Changes to existing uses in the Belle Air industrial area and along San Mateo Avenue could alter traffic levels on San Mateo Avenue. Development of BART or a CalTrain Station could also affect traffic.

### • **Huntington Avenue**

Huntington Avenue from the northern City limits to Herman Street is a four lane thoroughfare that provides access to Tanforan Shopping Center, the U.S. Postal Service office and the City of South San Francisco.

This section of Huntington Avenue will now be known as an arterial street in the General Plan Circulation Element. It was previously classified as a collector street.

Traffic on Huntington Avenue will be affected by development at Tanforan, BART or a CalTrains facility. Commercial uses at Tanforan would generate greater traffic levels than office uses.

### • **Cherry Avenue**

This is a major, four lane thoroughfare that provides access to Bayhill shopping center, the Bayhill office park area, the Lincoln Properties Office Park Development, high density residential projects north of Interstate 380, a single family residential area (Mills Park) and Commodore Park. Access to Interstate 280 is via Sneath Lane and San Bruno Avenue.

The General Plan currently designates Cherry Avenue as a collector street. The revised Circulation Element reclassifies that section between San Bruno Avenue and Sneath Lane as an arterial. Buildout of the Bayhill property, particularly the northwestern site, will contribute traffic to Cherry Avenue. Traffic flow on Cherry Avenue will improve when the shopping center entrance is relocated.

### • **Cunningham Way**

Cunningham Way connects Crystal Springs Road to Jenevein Avenue and provides access from a southbound off-ramp and to a northbound on-ramp via Interstate 280. The revised Circulation Element reclassifies Cunningham Way from a collector to an arterial to reflect current levels of use. No significant increase in traffic is anticipated on Cunningham Way.



## **Collector Streets**

Collector streets link neighborhoods to the arterial street system and supplement the arterial system's primary function. They also carry much of the through traffic within residential, industrial and commercial areas and serve to connect adjacent neighborhoods. An important part of their function is provision of access to abutting property.

Major development of Tanforan vacant lands, Bayhill properties, San Francisco jail lands, the airport lands, Skyline College property, Crestmoor High School and Pacific Heights Shopping Center will result in greater traffic on collector streets. Since it is not possible to anticipate circulation patterns from such development at this time, careful study of traffic impacts should occur during project review.

### **• Hill Area Collector Streets**

The following streets are considered hill area collector streets: All of Allen Drive, Berkshire Drive, Crestmoor Drive, Crestwood Drive, Earl Avenue, Elston Drive, Fleetwood Drive, Madison Avenue, Monterey Drive, Olympic Drive, Piedmont Avenue, Rollingwood Drive, Sequoia Drive, and Susan Drive, and portions of Claremont Drive, College Drive, (North entrance), Courtland Drive, Glenview Drive, Highland Drive (portion deleted between Isabel and Pacific Heights Boulevard), Longview Drive, Oakmont Drive, Plymouth Way, Princeton Drive, Rosewood Drive, Sneath Lane (upper portion), Valleywood Drive, and Whitman Way.

The following hill area streets will have a change in status from arterial to collector: Crystal Springs Road between Cunningham Way and Crestmoor Drive.

The City has installed several speed limit and curve-warning signs along Crystal Springs Road to improve driver and pedestrian safety. The number, size, and placement of signs should be planned so as to preserve the natural beauty of the vegetation and views along the roadway without jeopardizing driver or pedestrian safety. Crystal Springs Road, from Oak to Crestmoor Drive, is a scenic corridor.

The following hill area streets will have a change in status from local street to collector streets: all of Moreland Drive and all of Riverside Drive.

All of the above streets which have been proposed for a change in status connect local streets to arterial streets.

### **• Flatland Area Collector Streets**

The following flatland collector streets connect local streets with arterial streets: All of Camino Plaza, Commodore Drive, Cypress Court, DeSoto Way, Elm Avenue, Herman Street, Mastick Avenue, San Antonio Avenue, Santa Helena Avenue, Santa Inez Avenue, and Santa Lucia Avenue; portions of Angus Avenue West, Bayhill Drive, Cherry Avenue, First Avenue, Huntington Avenue, Kains Avenue, Linden Avenue, Park Boulevard, San Anselmo Avenue, San Felipe Avenue, Scott Street, Seventh Avenue, Sylvan Avenue, Taylor Street and Walnut Street.



The following flatland area collector streets will be redesignated as collector streets from local streets: all of Commodore Drive, all of Park Place, all of Magnolia Avenue, and all of Traeger Avenue. All of Grundy Lane, a new street, will be designated a collector street.

Some of the flatland collector streets are too narrow for their use, especially such streets as Linden Avenue, San Felipe Avenue, Mastick Avenue.

## **Local Access Streets**

Local access streets are intended to provide direct access to residential, commercial, industrial and other abutting land. These streets serve local traffic movement and are not intended to handle through traffic. Normal local access streets generally carry less than 300 vehicles per day. Some local access streets, because of their length or size and character of the area they serve, or because they link to other local access streets, carry somewhat higher though still moderate traffic volumes. Moderate volume local access streets usually carry less than 1,500 vehicles per day.

Many local access streets through the older residential neighborhoods (Mills Park, Huntington Park, Lomita Park, and Belle Air) and the Fifth Addition industrial/residential area are narrow and inadequate to handle the number of cars that use these streets. On-street parking exacerbates the problems. Street widening would be costly and would displace numerous residents. Possible solutions to poor circulation in these areas include strictly enforcing parking regulations or improving transit service for commuters and shoppers. Most major development allowed in the General Plan will take access from collector streets or arterials, although some additional traffic may result on local streets. Because of their limited capacity and already congested conditions, all efforts should be made to minimize impacts on local streets.

## **Parking**

There are six public parking lots in San Bruno, five of which serve the San Mateo Avenue Central Business District. These lots were constructed with funds collected through a parking assessment district. There appears to be adequate parking spaces available in these lots to accommodate shoppers' demand, except in the 600 block of San Mateo Avenue where there is no public parking lot. A privately owned parking lot next to the railroad tracks provides public parking space during daytime hours. The property is controlled by the City and County of San Francisco's Public Utility Commission. Permission to use this land is revocable; the lease for parking lot use is month to month. A more permanent arrangement for public parking is needed. Funds for parking lot construction could be generated by creating an assessment district for the 600 block. Other improvements, such as landscaping of the existing parking lots and easements connecting to San Mateo Avenue, are also needed.

Parking is also a problem along San Bruno Avenue (east of El Camino Real), on parts of El Camino Real, and in the Fifth Addition. Many businesses constructed prior to City parking requirements do not have adequate on-site parking. As a result, shoppers and employees park on narrow residential streets and on other congested thoroughfares. Movement in and out of parking lots and on-street parking spaces slows traffic flow and can be hazardous. Illegally parked cars and narrow travel corridors can obstruct emergency access as well.

Parking for the Civic Center complex is inadequate as well. The public lot is insufficient, and spaces are often occupied by nearby residents' cars. Additional parking, or parking enforcement (i.e., to prevent residents from parking in the public lot) is needed, particularly if the library is expanded.

Provision of additional parking is difficult in these areas where nearly all land is developed. Strict enforcement of the City's parking requirements is the most effective short-term solution. Other mitigating measures include combining parking lot entrance points to reduce interruptions to traffic flow and designing parking lots to gain access from side streets. Longer term solutions could include the provision of additional public parking lots funded through assessment districts.

Parking for major new development should be provided as part of the project. Parking should be adequate to assure that residential or other nearby uses are not adversely affected by parking. Particular attention is needed for commuter parking generated by a potential BART or CalTrain facility.

## **Transit Service**

### **• Bus Service**

San Mateo County Transit (SamTrans) provides local and regional bus service to San Bruno. It connects to San Francisco and other peninsula cities, Daly City BART station, Southern Pacific Railroad, and the San Francisco Airport. The main route is along El Camino Real. Service throughout San Bruno is generally considered adequate, although greater coordination is needed with commuter transit services.<sup>1</sup> Better bus service to the airport is also needed. If the CalTrain station is relocated to Huntington Avenue or if a BART station is built in San Bruno, improved bus service to serve commuters should be provided.

The Metropolitan Transportation Commission (MTC) is responsible for reviewing bus service at the regional scale. The MTC 1983 Regional Transportation Plan recommends the following improvements to SamTrans services for San Mateo County: acquisition of new buses, modification and addition of new routes as warranted, coordination of local and trunk transit systems in the West Bay and Santa Clara Valley corridor, improved elderly and disabled person services, and construction of two maintenance facilities. MTC's Peninsula Route 101 Study also recommends developing freeway bus pads on 101 at San Bruno Avenue

---

<sup>1</sup> Opinion represents a limited polling of citizens interviewed in the General Plan preparation process, February-March, 1983.



exit for express bus stops and considers a park and ride lot for Sam Trans in San Bruno.<sup>1</sup>

## • Train Service

CalTrans now provides commuter rail service from San Francisco to San Jose via the Southern Pacific operated "Cal Train". The train stops periodically in intermediate cities, including San Bruno, with more frequent stops during commuter hours. San Bruno and other peninsula commuters have expressed dissatisfaction with the commuter services (timing, frequency, connection with other transit services). As a result, ridership levels are relatively low. Only 19 people used the train for daily commuting in each direction from San Bruno (north and south bound, respectively).<sup>2</sup> Improved connections with bus service, fare coordination with other transit services and more direct service would improve the train usage.

The San Bruno train station is presently located east of Huntington Avenue near Sylvan Avenue. Street access and bus routing is inadequate in this location. As part of a long-range strategy to upgrade the CalTrain service for commuters, the MTC and PENTAP (Peninsula Transit Alternatives Project) recommend relocation of San Bruno's train station and improvement of commuter facilities. It is also suggested in the 1983 MTC report that a CalTrain station near Tanforan could serve as an airport connection station. Consideration has been given to moving the train station and commuter parking to a location near the Interstate 380 overpass at Huntington Avenue. Parking beneath the freeway and in nearby vacant railroad right-of-way would be an appropriate use of this land. Adequate parking should be provided and designed to avoid disturbances to nearby residential neighborhoods. If the train station is not moved, the present station and facilities should be upgraded.

## • BART (Bay Area Rapid Transit)

A BART extension to the San Francisco airport, with stations at Serramonte (Colma), Tanforan, and the airport is proposed as part of Phase I and II of BART's "Outside Current District" policy, adopted September 1983. The extension would be constructed in Phases I and II. Serramonte and Tanforan stations would be constructed in the initial phase, and the airport station completed in Phase II. All such extensions outside the current BART district are "subject to a satisfactory cost-sharing arrangement."<sup>3</sup> Federal funds may be available to supplement local expenditures to extend BART. The Daly City Tail Track Project, a turnaround and storage site scheduled for operation in 1987-88, is planned to lead into the airport BART extension.

<sup>1</sup> Peninsula Route 101 Study, Short Range Transit Improvements and Long Range Issues, MTC, November 1983.

<sup>2</sup> CalTrain Commuter Rail Station Location and Improvement Study, Barton and Aschman, June 1982.

<sup>3</sup> BART Extension Staging, Adopted by BART Board of Directors September 1, 1983.



MTC's 1983 staff recommendations for New Rail Transit Starts and Extensions includes the San Francisco Airport BART Extension along the abandoned Southern Pacific Colma branch line right-of-way through San Bruno. The report favors construction of one or more San Mateo County stations but only if the County and BART can agree on the local payment to BART.

In the past, San Bruno residents and leaders have debated the desirability of a BART through San Bruno. A 1980 County poll shows some support for an airport BART extension among the County residents, as long as the environmental impacts are mitigated. The greatest concern in San Bruno over BART appears to be the adequacy of commuter parking to serve a station and the impacts of traffic and parking on nearby residential neighborhoods. The benefits of BART in San Bruno would be greater regional accessibility to the City's commercial and employment centers, and better commuter service for residents.

## **Bicycle and Recreation Paths**

Bicycle and pedestrian travel are considered in the Circulation Element as alternative means of transportation. They are also addressed in the Open Space, Conservation, and Scenic Corridors Element as recreational activities.

Bicycle travel in much of San Bruno is difficult due to narrow streets and steep hills. Where streets are wider, traffic is heavy. Designated bicycle paths (See Open Space, Conservation and Scenic Corridors Element) are signed but not striped or otherwise improved. A proposed County bike plan calls for additional bicycle routes and various levels of improvements. The City's General Plan recommends development of a bicycle path in the Muni right of way, adjacent to the railroad tracks, primarily for recreational purposes. Where possible, bicycle routes should connect residential neighborhoods to commercial and employment centers to encourage bicycle use as an alternative to the automobile.

San Bruno has a limited amount of separated pedestrian ways: three paths bisect long blocks in Mills Park, connecting Elm Avenue to El Camino Real between Jenevein Avenue and Crystal Springs Road. These were laid out during the original subdivision. Other walkways are informal or part of public parks. The Open Space, Conservation and Scenic Corridors Element calls for trails connecting City Park and Junipero Serra County Park and maintaining access through the San Francisco jail site lands for access to the hills. Development of trails in Crestmoor Canyon would connect the Crestmoor and Monte Verde Rollingwood neighborhoods. Greater pedestrian activity among commercial and office development (San Mateo Avenue, El Camino Real, Bayhill) can be encouraged with landscaping, street furniture, and sensitive design.

# Goals, Policies and Implementing Actions

## Goals

1. To provide a comprehensive transportation system which reinforces the economic vitality of existing commercial and community facilities in San Bruno.
2. To provide for efficient, safe, and pleasant traffic movement on San Bruno streets.

## Policies and Implementing Actions

1. Provide for public safety and efficient operation in the planning, construction and maintenance of circulation facilities. Improve existing facilities before building new ones.

### Actions

- 1-A. Continue the City's program of street maintenance (i.e., resurfacing and reconstructing streets every 15 years where necessary and feasible). Seek funds to enable the City to accelerate the current schedule.
  - 1-B. Consider traffic signal synchronization on major arterial streets.
  - 1-C. Enforce on-street parking restrictions particularly of motor homes, trailers, etc. Consider the need for a traffic and parking law enforcement officer. Encourage off-street parking lots if possible.
  - 1-D. Require provisions and marking of handicapped parking spaces in conformance with California Vehicle Code to allow enforcement by public agencies or private interests.
2. Anticipate specific circulation needs and make improvements.

### Actions

- 2-A. Consider the following improvements as top priority. Seek funding to finance them and monitor the effects of improvements after they are made.

Cherry Avenue and Bayhill Drive - Signalize and study possibility of closing left turn lane from Cherry into Bayhill Shopping Center.

Bayhill Drive and Elm Avenue - Signalize. Create assessment district for future Bayhill projects to pay for signalization.

San Bruno Avenue and Elm Avenue - Widen intersection and upgrade signal controller (by developer)

El Camino Real and Angus Avenue - Signalize (by CalTrans with federal funds).

Sneath Lane and Northbound I-280 on-ramp, install (by CalTrans) left turn signalization and increase left turn storage lane.

- 2-B. Consider installing a median break on El Camino Real to allow left turns from Bayhill Drive northbound onto El Camino Road. Design improvement to deter through traffic on Euclid Avenue (see Action 4-A).
3. Through the environmental review process, identify and analyze traffic impacts and circulation needs associated with new development. Mitigate identified impacts.



## Actions

- 3-A. Consider the following as medium priority intersections to study and improve as warranted:
- Sneath Lane and Rollingwood Drive - Add left turn
  - Sneath Lane and Sequoia - Install signal
  - Sneath Lane and Commodore - Install signal
  - Cherry Avenue and Commodore - Install signal
  - Cherry Avenue and Grundy Lane - Install signal
  - Noor and El Camino Real - Install signal
  - San Mateo Avenue and Scott Avenue - Install signal
  - Huntington Avenue and Angus Avenue - Install signal
  - Sneath Lane and Huntington Avenue - Add traffic signal
  - San Bruno Avenue and San Mateo Avenue - Study the need for a new controller.
- 3-B. When future development of the Bayhill properties occurs, relocate main parking lot access for Bayhill Shopping Center from Cherry Avenue to Bayhill Drive, if possible.
- 3-C. When the property of the Tanforan Shopping Center develops, conduct a comprehensive study of access needs and impacts. Include assessment of potential regional transit facilities. Require adequate mitigation of identified impacts.
- 3-D. In connection with new development require analysis and mitigation of traffic impacts resulting from development in the Bayhill area.
- 3-E. Improve signing at intersection of San Mateo Avenue, Taylor Avenue, and El Camino Real.
- 3-F. If the industrial/residential area east of Montgomery Street and, north of Walnut Avenue, is converted to a planned industrial park or other use, redesign and widen streets for better circulation, safety, and parking.
4. Design transportation programs and parking facilities to be compatible with adjacent land uses to minimize social and economic disruptions to residential and commercial neighborhoods, and to traffic circulation.

## Action

- 4-A. Develop access routes to discourage through traffic in residential neighborhoods. Designate permitted truck routes to avoid residential areas. Study ways to separate through traffic from local traffic on Euclid Avenue to eliminate its use as an alternative route to freeway on-ramp. Post low weight limits where appropriate on this street and other City streets.
- 4-B. Reduce speeding in residential neighborhoods. Identify problem areas and implement mitigation measures such as speed limit enforcement or other methods.
- 4-C. Require adequate off-street parking or parking easements as condition of permit approval for development along San Bruno Avenue east of El Camino, along El Camino Real, and in the Fifth Addition. If variances from parking requirements are allowed, mitigate impacts through formation of parking assessment districts.
- 4-D. Study the possibility of providing public parking facilities for commercial and industrial uses. Designate general areas where parking lots are needed; purchase site(s) if possible when land uses change to avoid displacement of occupants. Use assessment districts to fund land acquisition. (San Bruno Avenue east of El Camino Real and Fifth Addition).
- 4-E. Expand parking assessment district to include the 600 block of San Mateo Avenue to fund construction of additional public parking lots.
- 4-F. Where possible, require parking lot access from side streets in order to minimize interruption to traffic flow on primary streets (San Bruno Avenue east of El Camino Real and along El Camino Real).
- 4-G. Avoid the encroachment of transportation facilities on irreplaceable resources, such as important open spaces, recreational areas, and historic sites.
- 5. Attempt to reduce reliance on private automobile, and encourage alternative transportation modes including pedestrian, bicycle, ride-sharing and transit.

## Actions

- 5-A. Work with private and public employers in San Bruno to provide employees with incentives for van pooling and car pooling (such as preferential off-street parking spaces). Consider reducing parking requirements if employer can assure non-auto transportation.
- 5-B. Encourage San Bruno and Bay Area employers to institute flex time work hours to stagger peak commute hours.

- 5-C. Encourage residential uses in close proximity to commuter destination points such as employment and transit centers in order to reduce commuter traffic.
- 5-D. In new development, encourage provision of pedestrian paths to serve employment, shopping centers and other common destination points. Encourage implementation of bicycle master plan. (See Open Space, Conservation and Scenic Corridors Element for additional policies regarding bicycle paths).
- 6. Work with CalTrans and Southern Pacific to improve service to commuters.

#### Actions

- 6-A. Encourage the routing of public transit systems in San Bruno so that a majority of residents are within walking distance of transit stops.
  - 6-B. Encourage SamTrans to improve transit service to downtown San Bruno, to the airport, to make connections with other transit systems (Southern Pacific station, SamTrans and other bus lines, Transbay Terminal) and to serve employment centers.
  - 6-C. Encourage routing of large buses on arterials rather than on collector and local streets.
  - 6-D. Seek community input in establishing transit routes and schedules.
  - 6-E. Encourage transit operators to plan the local system with built-in flexibility for increases in service in accordance with increases in demand; coordinate with local school districts on possible joint transit usage.
  - 6-F. Encourage transit operators to design the local system for maximum passenger satisfaction, safety, comfort, convenience, and privacy.
  - 6-G. Encourage transit operators to design the local transit system to serve the transportation dependent groups, including lower income families that do not own an automobile, the elderly, the young, the handicapped, and others.
  - 6-H. Coordinate local transportation programs with regulatory agencies to minimize noise and air pollution impacts.
  - 6-I. Enlist the cooperation of CalTrans and Southern Pacific to ensure that trains meet all safety and noise standards.
7. Urge CalTrans to upgrade rail service in San Bruno.

#### Actions

- 7-A. If the CalTrain station and commuter parking are relocated to Huntington Avenue near Interstate 380, assure that potential impacts (including noise, traffic, parking, aesthetics) on nearby residential neighborhoods are adequately mitigated.



- 7-B. Regulate commuter on-street parking in adjacent residential neighborhoods.
- 7-C. Continue landscaping along railroad right-of-way and commuter parking areas to improve neighborhood appearance and mitigate noise. Limit height of vegetation to six feet.
- 8. Support extension of BART to the airport along the abandoned railroad right-of-way and construction of a BART station at Tanforan if impacts (including displacement of residents, increased traffic and noise, commuter parking, etc.) are adequately mitigated.

#### Actions

- 8-A. If BART is extended through San Bruno to San Francisco International Airport and/or a BART station is located in San Bruno, ensure that BART route and station location, design of facilities, parking and off site improvements, etc. minimize negative impacts on existing development particularly on residential neighborhoods.
- 9. Undertake periodic reviews of the status of area highway projects and improvements, San Francisco Airport expansion planning, and County and regional transit planning to enable the City to work effectively with area and regional circulation systems of which the City's transportation system is a part. Correspondingly, the City should make clear its position on new circulation proposals to other agencies having jurisdiction in or operating in or near San Bruno.

# Land Use Element

## Introduction

The Land Use Element is the product of all other General Plan Elements. Land use constraints and development opportunities identified in other elements are reflected in land use designations and policies. The General Plan Map establishes land use patterns. Each land use classification defines types of land uses and population densities.<sup>1</sup> These classifications are the basis for the City's zoning which further defines types and intensities of use and development requirements (setbacks, building size, parking provisions, etc.). The table below correlates General Plan land use classifications with the appropriate zoning classification, indicating the maximum populations per acre, land coverage and building sizes.

### POPULATION DENSITIES AND BUILDING INTENSITIES UNDER GENERAL PLAN LAND USE DESIGNATIONS

| <u>GP Land Use Classifications</u>               | <u>Current Zoning Districts</u>                         | <u>Population Density (persons/acre<sup>2</sup>)</u> | <u>Structural Land Coverage/acre<sup>3</sup></u> | <u>Maximum Height</u> |
|--|---|--|--|-----------------------|
| Very Low Density Residential (up to 1 unit/acre) | (no current comparable land use classification)         | .57/2.28 persons/acre                                | 5,000-17,500 square feet<br>25% max              | 35 ft.                |
| Low Density Residential (up to 8 units/acre)     | R-1 and R-1-D (up to 8 units/acre)                      | 20.56/18.24 persons/acre                             | 17,500 sq. ft.<br>40% max                        | 35 ft.                |
| Medium Density Residential (up to 22 units/acre) | R-2 (up to 15 units/acre) and R-3 (up to 22 units/acre) | 38.55/34.2<br>56.54/50.16 persons/acre               | 24,000 sq. ft.<br>55% max                        | 35 ft.                |
| High Density Residential (up to 30 units/acre)   | R-4 (up to 30 units/acre)                               | 77.10/68.40 persons/acre                             | 26,000 sq. ft.<br>60% max                        | 35 ft.                |

<sup>1</sup> Population density is calculated by multiplying the maximum number of residential units permitted per acre by the current and anticipated average household size (2.57 persons per household, 1980 to 2.28 persons per household, 2000),

<sup>2</sup> Persons per acre is calculated using projected persons per household figures of 2.57 (1985) and 2.28 (2000), Populations '83, ABAG, 1983.

<sup>3</sup> Minus parking and, where applicable, landscaping requirements. These requirements. These requirements can reduce maximum building coverage significantly.

(contd. table)

| <u>GP Land Use Classifications</u> | <u>Current Zoning Districts</u>                   | <u>Population Density (persons/acre<sup>1</sup>)</u> | <u>Structural Land Coverage/acre<sup>2</sup></u>                             | <u>Maximum Height</u>                                  |
|------------------------------------|---|--|--|--|
| Neighborhood Commercial            | CN<br>C-1, C-2, CC, 2<br>-L (Limited Commercial)  | NA<br>NA   | 26,000 sq. ft.<br>60% max  | 50 ft.<br>3 stories, which-ever is less restrictive    |
| Community Commercial               | C-1, C-2, CC, 2<br>-L (Limited Commercial)<br>CBD | NA<br>NA   | 34,800 sq. ft.<br>80% max<br>43,560 minus landscaping, parking.<br>100% max. | 50 ft.<br>or 3 stories which-ever is less restrictive  |
| Regional                           | C-1, C-2, CC                                      | NA   | 34,800 sq. ft.<br>80% max  | 50 ft.<br>or 3 stories, which-ever is less restrictive |
| Office                             | C-0   | NA   | 17,500 sq.ft.  | 35 ft. but up to 50 ft. with use permit                |
| Industrial                         | A-R<br><br>M-1 and M<br>Combining Industrial      | NA<br>NA   | 17,500 sq. ft.<br>40% max<br>26,000 sq. ft.<br>60% max                       | 40 ft.<br>35 ft.                                       |
| Parks/Open                         | 0   | NA   | Subject to Use Permit  | Subject to use Permit                                  |
| Public and Quasi-Public            | Conditional Use, no specific zoning district      | NA   | Subject to Use Permit  | Subject to Use Permit                                  |

1 Persons per acre is calculated using projected persons per household figures of 2.57 (1985) and 2.28 (2000), Populations '83, ABAG, 1983.

2 Minus parking and, where applicable, landscaping requirements. These requirements can reduce maximum building coverage significantly.



# Land Use Classifications

## Residential

**Very Low Density Residential** allows for residential development at a density of up to one (1) unit per acre. Innovation in development patterns with clustered housing, open space, and other amenities which make for a more desirable living environment are encouraged. Uses related to residential uses such as schools, churches, child care centers and tot lots may be permitted.

**Low Density Residential** allows for residential development at a density of up to eight (8) units per acre, usually associated with single family residences. Uses related to residential uses, such as schools, churches, child care centers, and tot lots, may be permitted. Innovative development patterns (clustered housing, etc., see above) are encouraged.

**Medium Density Residential** allows for residential development at a density of up to fifteen (15) units per acre. This density allows for two family dwellings and low to medium density multi-family complexes. Related uses such as churches, schools, child care centers, and tot lots may be permitted.

**High Density Residential** allows for residential development at a density of up to thirty (30) units per acre. This density is usually associated with multi-family structures (apartments and condominiums) and allows for ancillary uses such as rooming and boarding houses, sanitariums, and rest homes. Uses related to residential uses such as schools, churches, child care centers and tot lots may be permitted.

## Commercial

**Neighborhood/Community Commercial** allows for convenience and retail commercial uses including apparel and accessory stores, food stores, personal and professional services, hospitals, offices, furniture stores, wholesale-retail trade, and auto-related uses. Neighborhood/community commercial uses may be located on major streets or in neighborhood shopping centers.

**Regional Commercial/Office** provides for uses intended to serve a market area greater than the community and generally includes a large variety of retail sales, services, administrative and professional offices. Development is usually located in an area that has easy accessibility to vehicles and transit.

## Industrial

**Industrial** uses consist of research and administrative uses, light manufacturing and fabrication, warehousing, and light industrial uses. Development may be clustered in an industrial park setting.

## **Parks/Open Space**

**Park/open space** areas are intended to provide recreational uses and open space for the general community. Public lands and private lands, designated for open space or recreational use, are included.

## **Public and Quasi-Public**

**Public and quasi-public** uses include governmental, fire, and police uses and cemeteries.







1. Pacific Heights -  
Portola Highlands -  
Western Sphere of Influence
2. Rollingwood - Monte Verde
3. Crestmoor
4. Huntington Park - Parkview
5. Mills Park
6. Bayhill - Navy / Lincoln Center - Tanforan  
San Bruno Park - Lomita Park
7. Belle Air - Eastern Sphere of Influence

# Planning Area Index City of San Bruno, California

## MAP SYMBOLS

CITY BOUNDARY  
 SPUR ROAD  
 PRIVATE ROAD  
 FIRE ROAD  
 WATER TANK  
 WATER PUMP STATION  
 SEWER LIFT STATION

ELEMENTARY SCHOOL  
 INTERMEDIATE SCHOOL  
 HIGH SCHOOL  
 PRIVATE SCHOOL  
 SPECIAL SCHOOL  
 FORMER SCHOOL SITE  
 POLICE STATION  
 FIRE STATION

CIVIC FACILITY  
 PARK  
 TOT LOT

0 600 1200 2400  
 Feet

Ironside & Associates  
 Planning Consultants

0 0.1 0.25 0.5  
 Miles





## Planning Area Descriptions

For the purposes of this General Plan, the City of San Bruno is divided into seven planning areas. Each planning area represents one or more cohesive residential neighborhoods or commercial districts. Planning areas correspond to the census tracts except that census tracts 6041.01 and 6041.02 are combined into one planning area. The Land Use Element text describes existing conditions and planning issues in each planning area, and makes specific recommendations for development or improvement of certain sites. The Planning Area Descriptions are intended to supplement the General Plan policies in giving direction to the City's land use decisions.



# Planning Area 1

## Pacific Heights, Portola Highlands, and the Western Sphere of Influence

The Pacific Heights, Portola Highlands and Western Sphere of Influence Planning Area includes all City lands west of Skyline Boulevard, and unincorporated lands partly within the City's LAFCO Sphere of Influence. Much of the land is hilly, reaching the crest of the coastal range on the Skyline College campus. The San Andreas fault generally runs along Skyline Boulevard. A strip of land on either side of the fault is within the Geologic Hazard Special Study Zone. Development in this area requires a geologic study to assure earthquake safety.

Three arterials provide east-west movement through the planning area: Sharp Park Road on the north, College Drive in the center and Sneath Lane to the south. All three cross Skyline Boulevard; Sharp Park Road and Sneath Lane continue eastward as arterials. Sharp Park Road is a major access to and from Pacifica. Skyline Boulevard (State Highway 35) is a major north-south traffic corridor. It is recommended as a potential scenic corridor. There are plans to eventually widen both Skyline and Sharp Park Road to better handle heavy traffic. No other major circulation improvements are proposed.

With the exception of a 350-unit apartment complex (Evergreen Apartments), most of the planning areas is developed with single-family homes built during the early 1960's. The only significant lands suitable for new residential use are: 1) a vacant parcel at the southwestern corner of Sneath Lane and Earl Avenue; 2) all or part of the San Francisco jail lands; 3) unused property on the Skyline College campus, if not used for school purposes; and 4) the Pacific Heights Shopping Center site, requiring removal of the shopping center. These are described below.

The Sneath Lane site is within the earthquake hazard zone and thus subject to geologic study. Structures should be located on the flatter portions of the site, not on the steep embankment. The General Plan designates the site for low density residential use.

The San Francisco City and County jail property is a 158 acre parcel located outside City limits (within the Lafco Sphere of Influence), just south of Skyline College. It presently contains the jail facility and grounds, surrounded by open space. The site is designated Institutional in the San Mateo County's General Plan and zoned Resource Management. There are no immediate plans to terminate the jail use. If it is terminated, however, or if undeveloped portions are sold off, annexations and residential development would be appropriate. A very low density residential use (up to one unit per acre) would best serve as a transition between the urban environment and the Sweeney Ridge public open space in Pacifica. Structures should be clustered in the flatlands to preserve the hills in their natural state, and to reduce geologic erosion and fire hazards. An open space corridor should also be provided for public access to the hills. Potential liquefaction hazards in the flatlands should be mitigated in building design. Traffic (approximately

1500 vehicle trips per day) impacts on nearby residential areas should also be mitigated. Improvements to water, sewer, and storm drain systems may be needed to accommodate new development. It is estimated that 158 residential units would generate approximately 31,600 gallons per day of sewage and would use 47,700 gallons per day of water.

There are approximately 20 acres of undeveloped land on the Skyline College campus which would be appropriate for residential development if the college determines that the land is not needed for school purposes. The site is north of College Drive and adjacent to the Pacific Heights single-family subdivision. A low density residential use (up to eight units per acre) would be compatible with the neighboring uses. Structures should not be built on the steep hillsides without adequate mitigation of geologic hazards. A maximum of 160 units would generate the following service impacts: approximately 1,430 vehicle trips per day, 32,000 gallons of sewage per day, and use of 48,000 gallons of water per day. Service systems should be analyzed to determine needed improvements, if any.

The Pacific Heights Shopping Center site has recently become available for alternative uses. The City recently amended the General Plan and rezoned the 13 acre site for medium density residential use up to 22 units per acre, though no site plan has been approved. A medium density planned residential use is appropriate on the site and would be compatible with surrounding uses. Project design should be sensitive to the surroundings in scale, architecture and landscaping. Traffic impacts (approximately 2,040 vehicle trips per day) and internal circulation should be mitigated. Impacts on other service systems (approximately 38,250 gallons per day of sewage, 76,500 gallons per day water use, and runoff) should be studied and mitigated as needed. Since there is no other shopping center in this planning area, some neighborhood commercial uses could be allowed in conjunction with the residential use. Nearby Westborough Shopping Center in South San Francisco serves the area's commercial needs.

Other vacant lands in this planning area are the former U.S. Coast Guard site and two adjacent undeveloped parcels within the western sphere of influence; one, a 12 acre parcel owned by the college, and one, a 1.5 acre parcel owned by the City of San Bruno. The properties are predominantly hilly and with poor access. The San Mateo County General Plan designates the Coast Guard site and the two parcels as open space. San Bruno's General Plan supports retention of the Coast Guard site and the two smaller parcels in open space.

## Planning Area 2

### Rollingwood—Monte Verde

The Rollingwood-Monte Verde Planning Area occupies the north-central part of San Bruno. It was developed during the 1950's as two single-family tracts. Two multi-family apartment complexes (20 units each) and the Rollingwood neighborhood shopping center are located near Sneath Lane and Interstate 280. Residential street and lot patterns conform to the undulating hills; canyon areas too steep to develop remain in open space. The Evergreen Windbreak and Monte Verde Corridor are two open space areas worth preserving.

The San Andreas Fault bisects the planning area north to south. Most of the property inside the designated fault zone is already developed. Areas of moderate and high landslide potential are found throughout the planning area evidenced by several existing landslides. The City and residents should be aware of, and take precautions to avoid, potential hazards.

Three elementary schools (Monte Verde, Rollingwood, and Carl Sandburg), Westborough Intermediate School, and two neighborhood parks (Monte Verde and Fleetwood) provide recreational facilities to this area. Carl Sandburg School is presently closed and is being leased by the San Bruno Park School District for private day care and recreational uses. An alternative use of the site would be low density residential. If other school sites close, public recreational use should be retained on some of the properties as this area is deficient in park/open space. Publicly-owned open space lands (Greenwood, Sandburg and Rollingwood sites) should be retained and considered for more intensive recreational use if funding become available.

There is little development potential in this area as nearly all land is presently developed. Some of the older neighborhoods need upkeep and structural maintenance. Streets and sewer lines require upgrading.

No arterial streets pass through this planning area. Collector streets provide access from surrounding arterials to local residential streets. The intersection of Rollingwood and Sneath Lane has some traffic congestion; installation of a signal at this intersection is considered a "medium priority", as is a signal at Sneath Lane and Sequoia. Sneath Lane is a designated Scenic Corridor.



# Planning Area 3

## Crestmoor

The Crestmoor Planning Area, occupying a large section of central San Bruno, contains much of the City's open space. Undeveloped canyons are interspersed with single and multi-family residences built during the early 1960's. The City's largest multi-family complex, Shelter Creek (1,296 units) is located just west of Interstate 280, south of San Bruno Avenue. Crystal Springs Terrace, a 350 unit apartment complex, is located just west of Junipero Serra Park, on the east side of Interstate 280. Skycrest apartments (108 units) is adjacent to the Skycrest Shopping Center on Skyline Boulevard. A group of 12 multi-family complexes (primarily apartments) along Whitman Way range in size from 6 to 42 units.

Skycrest Shopping Center, at the corner of Skyline Boulevard and San Bruno Avenue is the only neighborhood shopping center serving this planning area. If land uses should change on this site, a suitable alternative would be residential development compatible with the surrounding densities. Some neighborhood commercial use should be retained in this residential area to reduce traffic for convenience shopping.

On the northeast corner of San Bruno Avenue and Skyline Boulevard is a 7.5 acre site. At the northeast corner of the property is an abandoned service station and the remainder of the property is vacant. The site is bisected from north to south by the San Andreas Fault. This property was formerly owned by CalTrans but has been recently made available for private development. A suitable use for the site would be to retain the commercial land use at the San Bruno and Skyline intersection, and develop the remainder of the property with residential usage similar in density as the adjacent property to the north and subject to completing the necessary seismic study.

The Crestmoor Planning Area contains four schools: John Muir Elementary, Crestmoor Elementary, Willard Engvall Elementary and Crestmoor High School. Only John Muir and Crestmoor elementary schools are operational. Willard Engvall school is presently being used as a continuing educational facility, and child care center. Although the site is designated for low density residential use in the General Plan, other uses such as private recreation or school administrative offices, might also be appropriate.

Crestmoor High School site has been closed for several years due to declining enrollment in the San Mateo Union School District. The 40 acre site has remained unused, except for informal recreation, since its closure. A low density residential use is most appropriate. Suitable alternative uses might include a commercial office complex, a public recreational facility or community center, or other educational or institutional uses. Any selected use should be compatible with the surrounding neighborhood. Impacts on traffic, sewer, water and other service systems should be identified and mitigated. A portion of the high school site (approximately 7½ acres) should be reserved for public recreational use to maintain the current level of available neighborhood recreational facilities. The site may be subject to airport flight path height restrictions.

Crestmoor Canyon provides a unique natural habitat area within an urban area. There is strong local support for maintaining the area as natural open space, with minimal low intensity recreational activities such as hiking, photography or nature study. Continued maintenance of the area is needed to remove trash, and to protect against fire hazards.

The Serra Fault (considered inactive) bisects the eastern portion of the planning area. Much of the Crestmoor planning area is subject to moderate landslide potential. Underground springs in the Crystal Springs area could lead to land slippage or other geologic problems. Landslides and erosion have occurred in Crestmoor Canyon as well. Development in such geologic hazard zones should undergo geologic study to assure adequate safety design.

San Bruno Avenue and Sneath Lane are the principal east-west arterials, carrying traffic to Interstate 280 and lower San Bruno. Skyline Boulevard and Interstate 280 provide north-south access. Crestmoor Drive is a secondary arterial which serves much of the residential area. No major circulation improvements are planned.

## Planning Area 4

### Huntington Park—Parkview

The Huntington Park-Parkview Planning Area in south-central San Bruno, was developed as two single-family tracts. The neighborhood is characterized by regular street patterns and generally well-kept homes. The Huntington Park area was developed during the 1930's and 40's while Parkview came later, in the mid 1960's. A few multi-family complexes and second units are scattered about. Multi-family residences are concentrated near Capuchino High School.

The City's two largest parks, Junipero Serra County Park and San Bruno City Park, are located in this planning area. The San Mateo County Park and Recreation Department's master plan proposes no significant recreational changes to the County park, but recommends relocating the park entrance about 1/4 mile to the east.<sup>1</sup> The City would review such a proposal for its impact on traffic circulation and safety in the area.

San Bruno City Park lies just south of Junipero Serra County Park. The 31.5 acre community park contains a swimming pool complex, indoor gymnasium, group meeting facilities, playfields and picnic areas. The City's Park and Recreation Department's administrative offices and maintenance yard are also located here. There are no plans for major changes to the park or its facilities. The City and County should coordinate recreational use of the adjoining parks, by connecting trails, for example, and should assure compatible land uses.

There are four school sites in the Huntington Park-Parkview Planning Area: Parkside Secondary School, El Crystal Elementary School, St. Robert's Elementary School (private), and Capuchino High School. Residents from both San Bruno and Millbrae attend Capuchino High School. The high school property was placed in Millbrae's Sphere of Influence by the San Mateo County Local Agency Formation Commission in May of 1979. The City of San Bruno has opposed any efforts to detach Capuchino High School from San Bruno.

Crystal Springs Road is the principal east-west access road serving the planning area. The two-lane arterial connects the hilly areas west of Interstate 280 to the City's flatlands, and provides access to the City and County parks. It is a designated local scenic corridor between Oak Avenue and Interstate 280. The placement and size of directional, safety and other signs should be planned to preserve the road's scenic qualities. Sidewalks should be extended to connect existing walkways.

Traffic circulation through narrow residential streets is somewhat constrained due to on-street parking. Greater enforcement of parking requirements would help alleviate the problem. Traffic interruptions along El Camino Road can be mitigated through parking lot design.

---

<sup>1</sup> County of San Mateo Park & Recreation Plan, Master Plan 1982



City Park and areas along Crystal Springs Road are subject to potential liquefaction. Low lying areas near City Park and Capuchino High School are subject to flooding during periods of heavy rainfall and high tides. All of Junipero Serra Park and some adjoining properties have moderate landslide potential, evidenced by several landslides. All of these hazard areas are virtually built out or committed to recreation/open space uses. The Serra Fault (inactive) passes through Junipero Serra Park as well, although its exact location is not known.

## Planning Area 5

### Mills Park

Mills Park Planning Area comprises the central portion of San Bruno. The area is almost entirely developed with low density single-family homes of the 1940's. There are some scattered multi-family complexes and second units. The residential neighborhoods are generally well maintained. Circulation is somewhat constrained due to narrow streets which are often crowded with parked cars. Garages and driveways do not provide adequate off-street parking, especially for multiple car families. Street widening appears infeasible. Stricter enforcement of on-street parking regulations would help alleviate the problem.

The civic center complex (City Hall, police and fire station) and the library front on El Camino Real, surrounded by commercial uses and the Decima Allen elementary school. Edgemont School is closed and currently used for the San Bruno Park, School District Administrative offices, a senior and day care center. The City is considering relocating the senior center to a permanent location. Office uses would be compatible with the senior center and could include City offices if needed.

Civic center facilities, including the library, police and fire stations, are approaching their capacity to adequately house needed staff, equipment and vehicles. Parking to serve the center is also inadequate. Consideration should be given to expanding or relocating the civic center uses when the need for more space arises.

Traffic circulation on the arterials serving Mills Park is satisfactory, except for the intersections of El Camino Real and San Bruno Avenue, El Camino Real and Angus Avenue, and San Bruno Avenue and Elm Avenue. Improvements are planned for the latter two; alternative solutions (encouraging alternative routes, reducing peak traffic flow, etc.) are possible to improve traffic flow at El Camino Real and San Bruno Avenue.

## Planning Area 6

### Bayhill—Navy Lincoln Center—Tanforan—San Bruno Park—Lomita Park

This large, diverse area is regarded as one planning area to reflect census tract boundaries.

The Bayhill complex is a commercial/office park covering approximately 52 acres. Several parcels remain undeveloped and are part of the Bayhill master plan. The phased development, begun in the early 1970's, includes several office buildings and one restaurant. The buildings vary in size from one to six stories, surrounded by vast surface parking areas and served by an internal street system. Many of the original eucalyptus trees have been preserved in the complex's landscaping. A community shopping center occupies the site to the west of Bayhill office complex.

Plans for completion of the Bayhill complex envision additional offices and commercial uses. Total buildout would result in approximately fifteen buildings and 993,000 square feet of floor space.<sup>1</sup> Employee-related businesses such as cafes, health clubs, and personal services could complement the office uses. The El Camino Real frontage would be suitable for office or commercial use, including a hotel, restaurant and associated facilities. This site offers good access and visibility for such visitor uses. The northwestern vacant site (bordered by Cherry Avenue and Interstate 380) would be suitable for either an office or commercial use, or a combination thereof. Portions of the site are subject to airplane flight path height restrictions.

Traffic circulation within and surrounding Bayhill is the greatest concern facing buildout of the area. At total buildout, approximately 12,000 vehicle trips per day will be generated by the Bayhill development.<sup>2</sup> Signals at intersections will be installed by the City when funding is available.

The design and scale of the Bayhill complex has been an issue since the early phases. Preservation of the eucalyptus trees on the remaining undeveloped parcels is important to maintain the community character. The trees serve as a windbreak and as scenic resources to the area. Landscaped areas within the complex should be provided for public and employee enjoyment.

The Navy Lincoln Center occupies the area north of Bayhill. This large multi-use area between El Camino Real and Interstate 280 includes the U.S. Navy and Marine facilities and Archive Building, La Esperanza School, Golden Gate National Cemetery, Commodore Park and a mix of industrial warehouses and offices. Two high density residential complexes, Peninsula Place (873 units) and Cherry Villa (87 units) are located west of Cherry Avenue. Adjacent to Commodore Park is a public garden. The garden is an interim use of land that will eventually be needed for parking for the archives facilities. If the archive facilities are ever terminated, the land would be suitable for office use.

---

<sup>1</sup> Traffic Impact Analysis on Bayhill IV Office Building, Bayhill Office Complex, August, 1983, J.D. Drachman & Associates.

<sup>2</sup> Ibid; assuming 12 trips/ 1000 square feet of building space



There is little opportunity for development in this area. One vacant parcel on Sneath Lane may be developed for church use if economically feasible. Office use is also allowed. A triangular piece of land owned by CalTrans near the Interstate 380/280 interchange would be appropriate as a park, perhaps combined with carpool parking facilities. Traffic circulation improvements in the Navy Lincoln Center are proposed at the northbound Interstate 280 on-ramp from Sneath Lane, and at Sneath and Commodore and Cherry and Commodore intersections.

Tanforan Shopping Center, a regional commercial retail facility built in the early 1970's, occupies approximately 60% of the Tanforan properties in San Bruno (a total of 30 acres). The Tanforan properties include another 8 to 10 acres in the South San Francisco City limits. Commercial/office use is anticipated on the South San Francisco lands. The San Bruno General Plan designates these vacant lands for regional commercial/office use. Retail commercial uses, offices and a hotel with support uses would be appropriate here, with good arterial, freeway and train access. A master plan should be developed to help assure coordinated development and design and to consider how proposed uses may affect and be affected by plans for regional transportation facilities nearby. Similar uses are appropriate alongside the Post Office. Commuter parking for train or other transit service could be accommodated under the Interstate 380 overpass and in the vacant railroad right-of-way in this area to avoid disruption of residential neighborhoods.

Traffic generated by the buildout of Tanforan could contribute to circulation problems in this area. The amount of traffic generated by Tanforan development will depend on the specific uses but could range from 12 to 50 trips per 1,000 square feet of building space, for office and regional commercial, respectively<sup>1</sup>. Problem areas are the intersections of El Camino Real with Noor and Citation Avenues, and Huntington Avenue/Sneath Lane. Other services (water, sewage capacity and stormdrain facilities) appear adequate to handle buildout of Tanforan.

San Bruno and Lomita Parks, developed during the 1920-30's, contain mixed residential densities, primarily single-family with scattered duplexes and apartment buildings of 6 to 20 units. Most parcels are 5,000 square feet, yet many are only 2,500 square feet. Current zoning limits densities to one unit per 2,950 square feet, precluding multi-family use on most lots. Small second units, known as "mother-in-law" units, occur in this area. San Bruno Park and Lomita Park would be suitable areas in which to allow additional second units if adequate sewage flow can be provided. Second units would have to be of limited size (studio or one bedroom) and designed to be compatible with the existing neighborhood character. Other services (water and storm lines) can accommodate some additional population but will eventually need upgrading or replacement. On-site parking and stricter enforcement of on-street parking regulations would improve traffic circulation.

---

<sup>1</sup> Utilizing vehicle trip generation counts from Trip Generation Supplement No. 1, February 1979, Institute of Transportation Engineers.

Airport noise affects residents in these areas. The Airport Land Use Plan and City Noise Element require noise mitigation in areas affected by noise levels of 65 decibels or greater.

San Mateo Avenue central business district divides San Bruno Park's northern and southern residential neighborhoods, and serves as a neighborhood shopping area. Commercial buildings, many built during the 1920's as single-family homes, now house retail and service uses such as small restaurants, beauty parlors, shoe repair shops, and small offices including banks and savings and loan agencies. There are some residential apartments on second floors above the commercial uses.

Most parcels along San Mateo Avenue are small (2,000 to 3,000 square feet), and were developed with 100 percent lot coverage. As a result, very few have on-site parking. Public parking lots at the rear of the commercial properties were constructed during the 1960's through a municipal assessment district. Only two of the three blocks have rear public parking lots, however. Some of the properties in the 600 block (from Angus to Huntington) provide their own on-site parking, but these appear to be insufficient or are not assured as long term public facilities. A parking study is needed to define existing and anticipated parking needs.

Businesses along San Mateo Avenue suffer from competition with Tanforan Shopping Center and other neighborhood shopping. Current zoning is flexible in allowing a variety of suitable commercial uses. Aesthetic improvements, such as coordinated architectural design, and improved landscaping and street furniture, could help attract more shoppers to this area. Landscaping of the parking lots and access ways would also improve the area. A group of local architects have shown interest in coordinating design suggestions which could be adopted as design standards for new and renovated construction. The City should also encourage building improvements and maintenance through tax incentives or other voluntary programs. Low interest rehabilitation loans are available through the County to revitalize the area.

The need for better design and landscaping is evident in other parts of this planning area. Strip commercial development along El Camino Real and San Bruno could be upgraded with sensitive facade treatment, stricter sign controls and additional landscaping. An extension of the landscaping along the railroad tracks will soften the train effects on adjacent neighborhoods. The General Plan supports development of a jogging/ bicycle trail along the San Francisco Muni right-of-way, (between the railroad tracks and Huntington/San Antonio Avenue) south of the existing railroad station to the Millbrae City limits. Existing trees and a berm separate the trail route from the railroad tracks. Improvements to this area would greatly enhance recreational opportunities in the City.

Traffic circulation on El Camino Real and San Bruno Avenue suffers from inadequate and poorly designed parking for commercial uses. The intersection of San Mateo Avenue and Taylor Avenue with El Camino Real is another problem area. Better signage would help direct traffic attempting to turn south on El Camino Real. This intersection is noted as a historical landmark, marking the beginning of California's highway system.

A variety of potential hazards occur throughout San Bruno Park: parts of the central business district along San Mateo Avenue are subject to flooding and many of the older commercial structures pose fire hazards due to poor access and aging electrical systems, etc. The "heart district", east of El Camino Real at the foot of Crystal Spring Road is subject to liquefaction. San Bruno Fault (inactive) passes just to the east of the area. The General Plan Seismic Safety and Safety policies address these concerns.



## Planning Area 7

### Belle Air—Eastern Sphere of Influence

Belle Air North and the Fifth Addition (North of Interstate 380) make up the easternmost parts of San Bruno. This area contains residential, industrial, and commercial uses side by side. The triangular area between Herman Street and Huntington Avenue is primarily single-family residential with some small multiple units and two small neighborhood parks. Many of these structures were built during the 1940's are old and in need of improvements. The area is subject to noise from trains and airplanes. Traffic and noise from the industrial uses to the east also affect residents. Landscaped screening along the railroad tracks will help buffer these disturbances.

East of Montgomery Avenue is the City's principal industrial area. A variety of industrial uses, primarily car repair and manufacturing, occupy small lots. Narrow streets are crowded with parked cars and delivery vehicles due to inadequate off-street parking. Residential and commercial-office uses are interspersed with industrial uses. Some structures do not meet safety standards. Short-term improvements to the area should include rehabilitation of substandard structures and additional parking provisions, either on-site or in central parking areas. Parking areas could be funded through an assessment district. A long-term solution to the incompatible uses and deteriorating conditions is to phase out residential uses and encourage development of an industrial park or upgraded industrial complexes. Future plans should assure compatibility with nearby residential neighborhoods and with adjoining lands within South San Francisco. Mixed uses in the triangular area south of Interstate 380 between Huntington and San Mateo Avenues (including Northbrae closed school site and other residences) should eventually be replaced with light industrial and/or commercial/office uses. Wider streets with adequate parking should be a condition of a planned industrial development. The City should participate in upgrading of the deteriorating areas by improving public facilities and encouraging participation in the County's Rehabilitation loan program.

There are several vacant parcels beneath the Interstate 380 overpass at Huntington Avenue. This site is presently under consideration as an alternative site for the CalTrain station platform and commuter parking facilities. The proposed station site beneath I-380 would serve Tanforan shopping center and proposed commercial-office development on nearby vacant Tanforan lands. There is ample room for commuter parking on the vacant lands, bus service and freeway access. Prior to City approval of the project, an assessment should be made of potential impacts, including increased traffic, noise and parking in nearby residential neighborhoods. Architectural design and landscaping should be complimentary to the surrounding area.

Belle Air South (South of Interstate 380) is a predominantly single-family residential neighborhood built during the 1930's. A few small multi-family complexes and second units ("mother-in-law" units) have been built more recently. Most structures are well maintained though some need improvements due to aging. Public utility lines (water, sewer, storm drainage) and streets also need upgrading in this area. This area is subject to noise from the airport. If existing land uses change or new development replaces old, noise standards should be met.

Parts of Belle Air north and south of San Bruno Avenue are subject to flooding during heavy storms and high tides. Upgrading of the storm drains would help alleviate the flooding problems. Parts of eastern Belle Air and the area around the Lions Field are subject to liquefaction. San Bruno Fault (considered inactive) runs through Belle Air.

The Belle Air Elementary School, 4-H activity center, and Lions Field provide recreational facilities to this area. The General Plan proposes a jogging and bicycle path to the west of the railroad right-of-way which would supplement recreational opportunities.

Two arterials and major commercial strips, San Bruno Avenue and San Mateo Avenue, bisect this planning area. The intersection of these two streets may need improved signalization. The intersection of San Mateo Avenue and Scott Street may also warrant signalization.

Approximately 80 acres of vacant land lie between San Bruno's eastern City limits and the freeway. This land is commonly known as the airport lands, since until recently it was under the control of the San Francisco International Airport. The land is owned by the City and County of San Francisco and is included in San Bruno's Sphere of Influence. The City of San Francisco has no definite plans for the property at this time. Alternatives considered include a regional transportation center and uses associated with the airport.<sup>1</sup> The lands south of San Bruno Channel have no road access and are subject to excessive noise from the airport. Height restrictions in airplane take-off paths also limit development. The site contains habitat areas of the endangered San Francisco garter snake protected under State and Federal law. Pacific Gas and Electric power lines and underground cables bisect this property from north to south and must be relocated prior to development. The site is subject to flooding and liquefaction.

San Mateo County General Plan, and the 1978 San Bruno Land Use Element General Plan designate the airport land for light industrial use. Uses such as warehouses or light manufacturing could contend with the excessive noise. Indoor recreational facilities, such as racquetball or indoor basketball courts might also be feasible for this area. The General Plan land use designation is flexible and allows a variety of uses but requires considerable analysis and mitigation of impacts. Access must be developed from the freeway to avoid additional traffic through residential neighborhoods in San Bruno.

Lands north of the Interstate 380/US 101 interchange are undeveloped and appropriate for eventual urban use. Potential uses are limited, however, as the land is crossed with freeway structures. Annexation, subject to LAFCO approval must precede development on both the airport and freeway interchange lands.

Unused lands beneath the 380 freeway underpass are subject to considerable freeway noise. Uses to consider are recreational facilities or parking. This area is under consideration as parking for train commuters should the train station be relocated here. Landscaping of this area is currently underway.

---

<sup>1</sup> City of San Francisco Planning staff, conversation of May, 1983.

# Goals, Policies and Implementing Actions

## Goals

1. Ensure that continued development of San Bruno as a predominantly residential community is balanced by a strong commercial and industrial economic base.
2. Protect San Bruno as a clean and desirable place to live and work.
3. Encourage public and private development which is aesthetically sensitive to the surrounding environment and is of the highest quality design and construction.
4. Provide for the health, safety and welfare of San Bruno residents and employees by maintaining safe traffic circulation, providing efficient emergency response, protecting against environmental hazards and providing for recreational, educational and social needs.
5. Seek opportunities for residents of San Bruno to live and work in their community to reduce the economic and social burdens of long-distance transportation.
6. Actively seek and stimulate citizen participation in the planning process and in improving and maintaining the City's image.
7. Participate on a regional basis in working toward solutions to regional problems of transportation, open space, noise, environmental hazards, housing, pollution and growth.



## Policies and Implementing Actions - Community Development

Policy 1      Encourage income generating development that is economically beneficial to the City and fulfills community as well as regional needs.

### Action

1-A.      Maintain adequate zoning consistent with General Plan Land Use designations to allow for economically beneficial uses such as commercial, retail, hotel, restaurants, etc. Encourage mixed uses with flexibility to respond to economic cycles and future demands.

Policy 2.      Encourage innovative design and site planning in new development and renovation projects which enhance the community's appearance. Assure compatibility with the surrounding scale, character, and intensity of land uses.

### Action

2-A      Use the Planned Unit Permit where warranted (i.e., Bayhill undeveloped properties and vacant lands north of Tanforan Shopping Center, airport lands, San Francisco jail lands, Navy Lincoln Center, Pacific Heights Shopping Center, Crestmoor High School and other significant projects - 5+ acres).

Policy 3.      Assure that community facilities and public services are adequate to serve the City's present and anticipated needs, are safe and are environmentally sound.

### Action

3-A.      Identify community facilities and public services that need upgrading, enlargement or replacement. Establish priorities among needed tasks and develop a schedule and funding programs in the City's Capital Improvements Budget to carry them out. Among the needed actions are to:

- 1)      Upgrade water lines where needed to meet fire safety standards.
- 2)      Incorporate water master plan recommendations into General Plan.
- 3)      Monitor and regulate well water quality and pumpage levels to prevent contamination and overdraft.
- 4)      Upgrade or replace sewer lines to accommodate anticipated flows and to prevent overflows.
- 5)      Upgrade sewer lift stations as needed. Consider diversion of sewage from Rollingwood to the Golden Gate Cemetery gravity line to eliminate need for the Rollingwood lift station.

- 6) Continue to clean debris from storm drains. Upgrade or replace storm drains where needed (parts of San Bruno Park, Belle Air and along San Mateo Avenue.) Install catch basins where needed.
- 7) Make traffic circulation, parking and transit service improvements in accordance with Circulation Element Policies.
- 8) Maintain adequate police/fire service levels. Establish a separate radio channel for city crews/firefighters use during emergencies.
- 9) Provide and maintain adequate park and recreation facilities and programs. Consider development of a jogging/bicycle path along the railroad tracks south of the existing railroad station, expansion of the library and adult recreational programs, and improvements to scenic corridor and bicycle paths.
- 10) Consider relocating the Cable Television office.
- 11) Consider acquisition or leasing of closed school sites for recreation, education, or other community needs.

Policy 4. Assure that new development mitigates impacts on existing services including traffic circulation, water, sewer, and storm drainage systems, parks and recreational facilities, transit service, etc.

Action

- 4-A. Require by ordinance, or environmental review, as part of project submittal, identification of needed public service improvement and maintenance costs for those projects that may have a significant impact on existing services.

Action

- 4-B. To the extent that public service impacts can be quantified, require new development to pay incremental public costs generated by the development.

Policy 5. Continue to uphold the City's position favoring annexation and development of the eastern and western sphere of influence lands and retention of Capuchino High School in San Bruno.

Action

- 5-A. Encourage annexation of sphere of influence lands prior to development.

Policy 6. Cooperate with regional agencies and neighboring jurisdictions on addressing shared planning concerns.

Action

- 6-A. Participate in region-wide planning for efficient transportation, control of water, noise and air pollution, provisions of housing and employment opportunities, and the protection of natural resources and open space.

Action

- 6-B Plan jointly with neighboring jurisdictions for development of lands on shared jurisdictional boundaries.

Action

- 6-C. Support preservation of San Francisco State Fish and Game Refuge lands and Sweeney Ridge as open space of regional significance.

Action

- 6-D. Consider regional as well as community impacts of land use decisions in San Bruno.

- Policy 7. Encourage public participation in planning, developing and maintaining community projects.

Action

- 7-A. Continue to provide social recognition for voluntary beautification projects, social services, etc.

Action

- 7-B. Encourage community organizations to help maintain City parks, school grounds, landscaped areas.



## Policies and Implementing Actions - Residential

Policy 1.        Protect the residential character of existing residential neighborhoods.

### Action

1-A.        Maintain current residential densities and height limits.

Policy 2.        Cluster residential development where compatible with the surrounding residential environment.

### Action

2-A.        Continue to use the Planned Unit Permit process to encourage innovative site design and expedite permit review.

Policy 3.        Encourage residential integrity in existing viable neighborhoods by eliminating incompatible uses and by facilitating upgrading of deteriorated structures.

### Action

3-A.        Advertise availability of County Rehabilitation Loans (see Housing Element).

## Policies and Implementing Actions - Commercial

Policy 1. Encourage ancillary uses in office complexes primarily to serve employee needs (i.e. cafe, health club, cleaners, sundries, etc.)

### Action

1-A. Review and revise zoning ordinance as necessary to allow employee-related service and retail uses in office complexes.

Policy 2. Encourage clustered commercial development with cohesive design and combined parking.

### Action

2-A. Require preparation of a master plan for parcels over 5 acres. Continue to use Planned Unit Permit process for smaller projects to encourage innovative site planning.

Policy 3. Encourage adequate on-site parking for uses along San Bruno Avenue and El Camino Real.

### Action

3-A. Develop incentives for combined parking lots.

### Action

3-B. Discourages uses such as auto repair and restaurants that require significant parking areas unless space is available on-site.

### Action

3-C. Through permit review, require and enforce parking standards or equivalent.

### Action

3-D. Consider formation of an assessment district to fund needed parking.

Policy 4. Support upgrading of commercial and office structures citywide, particularly along El Camino Real and San Bruno Avenue, with setbacks, sign controls, and attractive facade and landscaping.

### Action

4-A. Continue to require landscaping on properties fronting El Camino Real and San Bruno Avenue.

Action

- 4-B. Enforce City-wide architectural, sign and landscaping requirements. Require posting of a bond to assure completion and maintenance of required improvements.

Action

- 4-C. Encourage professional architects to develop design concepts for San Bruno Avenue and El Camino Real.

Action

- 4-D Continue to require uniform signage in neighborhood shopping centers.



## Policies and Implementing Actions - Central Business District

Policy 1. Upgrade the appearance of the San Mateo Avenue central business district through combined efforts of the City, merchants, and property owners. Improve building appearances, landscaping and amenities to create attractive focal points.

### Action

1-A. Establish a working group with representatives of San Mateo Avenue merchants and property owners, Chamber of Commerce, nearby residents, and City Staff (Downtown Working Committee) to develop a central business district improvement plan.

- 1) Identify problems, goals and objectives.
- 2) Develop schedule for improvements.
- 3) Seek funds from private and public sources to make needed improvements.
- 4) Encourage voluntary public participation in improvements and maintenance of landscaping, parking lots, etc.
- 5) Provide incentives (e.g. design competition, economic benefits community recognition) for privately funded improvements.

### Action

1-B. Encourage local architects to continue to develop design concepts for San Mateo Avenue building facades, signs, landscaping, etc. Review group results and apply to architectural design standards as appropriate.

Policy 2. Encourage uses in the central business district that attract pedestrian traffic, stimulate other business, and offer a variety of services to meet shoppers' needs.

### Action

2-A. (See Actions 5A and 5B)

Policy 3. Encourage use of rear parking lots along San Mateo Avenue central business district by improving the appearance of parking lots, encouraging rear entrances to buildings and landscaping walkways to the avenue.

Policy 4. Encourage mix of commercial uses (retail, service, office, hotel) on the vacant Tanforan lands in a comprehensive development plan.

#### Action

- 4-A. Designate vacant lands north of the Tanforan Shopping Center for mixed commercial, office, hotel planned development. Require preparation of a master plan for this area consistent with the General Plan to assure that the uses and design are compatible with surrounding uses and with each other: to create a balance of uses that serve the community as well as provide significant tax revenues; to consider the relationship and mutual effects of the proposed use with potential nearby regional transportation facilities (BART, railroad station); and to identify and mitigate other significant impacts including traffic, use of public services, noise, etc. Master plan may be prepared either by the City or developer(s) but paid for by the developer(s).

Policy 5. Encourage commercial uses that would increase sales tax revenue.

#### Action

- 5-A. Maintain flexibility in zoning to allow tax revenue generating uses.

## Policies and Implementing Actions - Industrial

Policy 1. Allow for eventual conversion of residential uses in the Fifth Addition (between Montgomery Street and San Mateo Avenue) to a planned industrial park.

### Action

1-A. Designate the Fifth Addition east of Montgomery Street (as shown on the General Plan Land Use Map) for eventual industrial use. Allow residential uses to continue as non-conforming uses. If the area is to become wholly industrial, convert area in cohesive pieces, block by block for example, to a planned industrial park.

Policy 2. Encourage upgrading of existing industrial uses. Require industrial development to mitigate adverse impacts on nearby areas from noise, traffic, parking, building appearance, etc.

### Action

2-A. Continue to require the installation of landscaping with industrial development.

### Action

2-B. Enforce on-street parking regulations, sign controls, landscaping requirements and on-site refuse storage laws to improve the appearance of industrial areas. Consider the formation of a parking assessment district to fund off-street parking.

### Action

2-C. Revise Planned Unit Permit ordinance to apply to industrial districts in order to encourage innovative design.

Policy 3. Require industrial uses to meet air and water quality standards, to properly store and dispose of hazardous substances and to avoid adverse impacts on the environment.

### Action

3-A. Work with regional and state agencies to assure that environmental controls are met by new development. As part of project submittal to the City, require identification of environmental impacts and mitigation to satisfy regional/state requirements.

Policy 4. Encourage clean industrial uses on the airport lands that will be compatible with nearby residential neighborhoods, the school and recreational areas, and the sensitive wildlife habitat areas on site.



Action

- 4-A. Designate the airport lands for planned industrial development. Allow light industrial uses (i.e., warehouses, storage, manufacturing or transport facilities) and indoor recreational uses such as racketball, health clubs, etc., if compatible with nearby uses.

## **Relationship of Plan with Other Agencies**

Although the General Plan is oriented to the City of San Bruno, the City does not act independently. Land use decisions made in San Bruno may influence or be influenced by other agencies and jurisdictions. This section reviews the relationship between the General Plan and those agencies.

### **San Mateo County**

San Mateo County's jurisdiction abuts the eastern and western edges of San Bruno, taking in the San Francisco Fish and Game Reserve on the west and the airport lands and northern properties beneath the Interstate 280/380 interchange on the east. The City's Planning Area and Sphere of Influence extends into most of these unincorporated lands. The General Plan recommends land uses and development standards for the unincorporated San Francisco jail site and airport lands which would only apply upon annexation of the properties. The plan also recommends inclusion of the freeway, interchange lands in San Bruno's sphere of influence. Prior to annexation, San Mateo County must take into consideration San Bruno's policies regarding unincorporated lands within their Sphere of Influence in any land use decision regarding these sites.

San Mateo County owns and operates Junipero Serra Park in San Bruno. Land use proposals in the park are subject to San Bruno's policies and regulations. Junipero Serra Park serves San Bruno residents as a recreational/open space area adjacent to City Park.

The City and County cooperate in several public service and community functions. These include housing programs such as the Rehabilitation Loan Program; a City/County Flood Control Project; some social services (senior citizen and library loan programs); mutual aid fire protection program; solid waste disposal contract and emergency response planning. The City and County also share seismic and geologic hazard data. San Bruno participates on the County's Regional Planning Committee.

### **City of Millbrae**

The City of Millbrae is San Bruno's municipal neighbor to the south. Land uses are similar on both sides of the shared City boundary: retail and commercial service uses front on El Camino Real. The lands east of El Camino Real are developed with a mix of small apartment units, duplexes, and single family structures. West of El Camino Real are predominantly single-family homes.

The principal access connecting the two jurisdictions is El Camino Real. Secondary access is by San Anselmo Avenue, Park Place, Cypress Avenue, Santa Lucia Way, and De Soto Way.

Capuchino High School, San Bruno's only public high school, is located on the shared City boundary. Residents from San Bruno and Millbrae attend this high school. The high school site and the surrounding residential neighborhood, bounded by Santa Lucia Way and Santa Teresa Way have been assigned by San

Mateo Local Agency Formation Commission (LAFCo) to Millbrae's Sphere of Influence. However, no action has yet been taken by Millbrae to annex the area and it appears unlikely that any will occur in the near future. San Bruno supports retention of the school in its City boundaries.

Millbrae participates with San Bruno as members of the Joint Power Authority for Airport Compatibility (JPAC). JPAC is an agency whose purpose is to monitor the San Francisco International Airport activities and to coordinate with affected jurisdictions.

## **City of Pacifica**

The City of Pacifica borders San Bruno's western sphere of influence. The San Francisco State Fish and Game Refuge separates the two jurisdictions south of Portola Highlands. Most of the land in Pacifica adjacent to San Bruno's planning area is undeveloped open space or parkland. Pacifica's General Plan allows for low density residential development near Skyline Boulevard and Sharp Park Road and commercial use west of College North Entry Road.

Sharp Park Road is the only road connecting Pacifica to San Bruno, and it is a major access route to Pacifica. The two cities cooperate in providing other community services, schools and water. Two of San Bruno's elementary schools (Portola and Pacific Heights) and Loma Chica Special School are part of Pacifica's Laguna Salada School District. Pacifica has entitlement to emergency use of water stored in tanks at the end of Sneath Lane.

San Bruno and Pacifica are also related topographically, overlapping the ridgeline to drain into one another's watersheds. Plans for Sweeney Ridge will affect San Bruno aesthetically and environmentally. San Bruno supports retention of Sweeney Ridge in open space to prevent development from encroaching from the west. Pacifica's General Plan designates the area for either parkland or low density residential use.

Residential development proposed for a site in Pacifica off Sharp Park Road may affect San Bruno traffic, water and fire protection services. These concerns should be explored in environmental review. The property may not be developed for several years, however, due to Pacifica's limited growth policy.

## **City of South San Francisco**

South San Francisco is San Bruno's northern municipal neighbor. Most of the area adjacent to the shared boundary west of El Camino Real is developed with single-family homes. East of El Camino Real, lands are vacant or are developed with light industrial land uses. A regional office center has recently been approved for the vacant property between El Camino Real and Huntington Avenue. No construction has begun on the development. The plan calls for two six-story office buildings and a two-story parking garage. The San Bruno lands which lie adjacent to the site are also vacant. It is San Bruno policy to retain this site for regional commercial office development as a use which is compatible with the Tanforan Shopping Center.



South San Francisco lands east of the office site are developed with light industrial uses. Industrial uses have some negative effects on residential neighborhoods of North Belle Air: (noise, traffic, aesthetics, etc.). Another vacant parcel in South San Francisco's sphere of influence east of North Belle Air is designated for industrial use.

Access between the two jurisdictions is primarily via El Camino Real; secondary access is from Sea Biscuit, Huntington, San Mateo, and Seventh Avenues in the east and Oakmont, Fleetwood, and Skyline Boulevard from the west.

The two cities share use of a sewage treatment plant, located in South San Francisco. The plant also treats sewage from a small portion of Daly City and Colma under a joint powers agreement.

Both jurisdictions are members of the Joint Powers Authority for Airport Compatability (JPAC), an organization which monitors the San Francisco Airport operations.

## **San Francisco International Airport**

The San Francisco airport lies directly east of San Bruno on approximately three square miles of bayfront land. It is under the jurisdiction of and is owned by the City and County of San Francisco. The airport provides domestic and international passenger and freight service.

The airport has four active runways. Two of these (10 Left/28 Right, and 10 Right/28 Left) are designed for arrivals and departures through the San Bruno Mountain gap. These flight patterns result in significant noise levels for San Bruno properties east of El Camino Real. Two other runways (1 Left/19 Right and 1 Right/10 Left) generate flights which arrive and depart over Millbrae and the Bay. The greatest noise impact is over Millbrae. The Airport Land Use Commission has adopted a plan to reduce noise over the next twenty years and to limit permitted land uses in the high noise level areas.

The airport is one of the largest employment generators in the Bay Area. Many San Bruno and north San Mateo County residents are employed by the airport or related businesses. As a result of the airport's close proximity to San Bruno a number of car rental and other airport-related services are located along San Bruno Avenue. Several small motels in San Bruno serve Bay Area visitors. There may be opportunities for additional visitor services and airport-related businesses. Additional traffic can be expected on San Bruno Avenue as a result of greater interaction between San Bruno and the airport.

The airport, like San Bruno, is nearly built-out with very little vacant land available for development. It appears unlikely that there will be any major airport development in the future other than maintenance and replacement of existing facilities. The airport and City of San Bruno should continue to cooperate on future land use planning to assure compatibility of land uses.

## Local Agency Formation Commission (LAFCo)

LAFCo is a State agency operating within and funded by county government. Its purposes are to promote orderly development, to discourage urban sprawl and to promote coordination of local government agencies. LAFCo adopts a sphere of influence which is defined as a "plan for the probable estimated physical boundaries and service area of a local government agency."

In 1979, the San Mateo County LAFCo adopted a sphere of influence for the City of San Bruno and a co-terminus urban service area. The area includes the following:

1. All lands currently within the San Bruno corporate limits with the exception of that land south of Santa Lucia Avenue and west of El Camino Real, including Capuchino High School, which is recommended to be included within the Millbrae sphere of influence.
2. The unincorporated lands between San Bruno and the Bayshore Freeway north of Santa Maria Avenue and south of San Bruno Avenue/Bayshore Highway 101 interchange known as the airport lands.
3. The unincorporated lands consisting of the City and County of San Francisco jail site and the 12 acre parcel obtained by the Skyline Community College and the 1.5 acre parcel owned by the City of San Bruno adjacent to the Skyline Community College which was previously a portion of the Coast Guard reservation.

Since adoption, no annexations or land use changes on sphere lands have occurred.

The City made no formal resolution regarding LAFCo's sphere of influence designation but objected to the transfer of Capuchino High School and surroundings to Millbrae. Capuchino is the only operating high school in San Bruno. The City made no objection to the western and eastern sphere of influence designations though noted that the 1977 General Plan Land Use Element recommended extending the western sphere of influence to the top of Sweeney Ridge.

There are some additional vacant lands suitable for inclusion in San Bruno's Sphere of influence and for eventual urban development. The lands beneath and adjacent to the freeway interchange for Interstates 280 and 380 are not included in any city's sphere of influence. It would be appropriate to include this area (north of the San Bruno Avenue/U.S. 101 interchange, west of U.S. 101) within San Bruno's sphere. Industrial uses would be suitable as the site is near existing industrial uses and is subject to considerable freeway and airport noise. Before development occurs, however, annexation is necessary.

The 1984 General Plan update maintains the posture of not transferring Capuchino High School and surroundings to Millbrae. The plan makes no significant land use changes to this area.

### **Association of Bay Area Governments (ABAG)**

ABAG is a voluntary regional agency composed of local governments within the nine Bay Area counties. In addition to undertaking regional planning studies on topics such as housing, economics, environmental management, open space and conservation, ABAG also serves as the regional clearinghouse for Federal grant applications.

ABAG has recently updated its population, employment, and housing forecasts for the San Francisco Bay Area (Projections '83). San Bruno's General Plan update reflects these forecasts and recommends policies and actions to address identified housing needs.

San Bruno's existing grading ordinance satisfies ABAG's Water Quality Management Plan erosion control and wastewater discharge standards.

### **Bay Area Air Quality Management District (BAAQMD)**

The BAAQMD has jurisdiction over stationary sources of potential air pollution; automobile air pollutants are regulated by the State Air Resources Board. The BAAQMD has prepared an Air Quality Management Plan (AQMP, 1979) which sets an acceptable level of air quality as it relates to the Bay Area and anticipated growth in San Bruno. San Bruno's General Plan conforms to the AQMP by the fact that the population projections fall with AQMP assumptions.

### **State/Regional Water Quality Control Board**

The Regional Water Quality Control Boards are empowered by the State Legislature to review water quality problems and projects which would affect water quality. They issue standards for activities that would affect water quality in the hydrographic area assigned to each board. San Bruno is in the San Francisco Bay Region, which includes the nine Bay Area counties. The authority for review and regulation of water quality comes from the Federal Environmental Protection Agency through the State to the regional boards.

The Bay Area regional board has participated with ABAG in preparing the Water Quality Management Plan, mentioned above. San Bruno's ordinances satisfy the Water Quality Management Plan standards.

### **Metropolitan Transit Commission (MTC)**

The California Legislature set up MTC in 1970 to serve as a comprehensive transportation planning and programming agency for the nine Bay Area counties. In this capacity, MTC develops transportation corridor plans and approves Federal and State transportation grants. The commission certifies that local projects are consistent with regional transit/transportation policies.



## **State Resources Agency**

The State Resources Agency has established a wetland policy to be observed by all departments, boards or commissions of the Resources Agency when developing projects or when authorizing or influencing private or public projects. The State wetland policy may apply to land use decisions regarding development proposals on portions of the airport lands. The State Department of Fish and Game is conducting a study of the endangered San Francisco garter snake habitat on this site. State wetland policy should be addressed in this examination.

## **The California Department of Transportation (CalTrans)**

CalTrans is responsible for planning, developing, and maintaining State highways, interstate freeways, and ancillary facilities. These include San Bruno's Highways 35 and 82, U.S. 101, and Interstates 280 and 380. The City must coordinate with CalTrans on plans to modify intersections, build overpasses, erect directional signs, etc., on these streets as discussed in the Circulation Element.

## **The State Office of Planning and Research (OPR)**

OPR coordinates and acts as the clearinghouse for Environmental Impact Reports, formulates General Plan guidelines, and monitors and fosters legislative programs. San Bruno's General Plan must abide by OPR's regulations for General Plan and EIR certifications. OPR also provides assistance and advice on planning matters and related functions.

## **State Department of Housing and Community Development (HCD)**

HCD reviews local government housing elements for conformance with State Housing Guidelines. San Bruno's updated Housing Element has been reviewed by HCD and revised as necessary.

# Environmental Impact of General Plan

## Introduction

The California Environmental Quality Act of 1970 (CEQA) requires preparation of an Environmental Impact Report (EIR) on any project that may have a significant impact on the physical environment. CEQA defines "project" to include the adoption or amendment of a general plan.

In order to clarify what is expected in an EIR on a general plan, the State developed guidelines which describe principles, objectives, criteria and definitions to assist in the implementation of CEQA. The EIR must identify all significant impacts (as defined by CEQA) that may result from proposed changes to the local government's existing land use and development policies. In other words, an EIR on a general plan revision need not identify all impacts of general plan implementation, but only those that would result from changed policies and actions. The EIR must also identify significant effects that cannot be avoided, must discuss alternatives considered in the plan preparation, and must recommend mitigation measures to minimize all significant effects. Preparation of an EIR on a general plan does not eliminate the requirement for specific project environmental review but makes identification of potential impacts for individual projects easier.

A thorough process for preparing or revising a general plan will cover virtually every substantive requirement of an EIR. For this reason, CEQA allows the two documents to be combined if the general plan contains a special section which identifies where it addresses each of the CEQA requirements (Section 15166 of CEQA). The following discussion fulfills this requirement.

## Background and Scope EIR

San Bruno's previous general plan consisted of six separate elements (Land Use; Housing; Open Space/Conservation/Scenic Highways; Noise; Circulation; and Seismic Safety and Safety<sup>1</sup>, each of which individually addressed CEQA requirements. The General Plan update proposes very few changes to policies and land use designation of the previous general plan and thus has few significant impacts that were not already identified in the previous general plan/EIR.

## Project Description

The project, for purposes of the EIR, is the General Plan update, including all elements (Land Use, Housing, Open Space/Conservation/Scenic Corridors, Noise, Seismic Safety/Safety, and Circulation), and the General Plan Land Use Map. The project is described in the Land Use Element (pages 151-183) and in the introduction to each General Plan Element. Policies and Implementation Actions are the primary means of implementing the General Plan and thus a significant component in the project. These are found at the conclusion of each element.

---

<sup>1</sup> The Seismic Safety/Safety Element is adopted by reference from the San Mateo County General Plan Element.

## **Description of Environmental Setting**

San Bruno's regional setting is described in the Introduction (page 1) and is graphically portrayed on the Regional Location Map (page 8). The planning area includes lands within the City's Sphere of Influence, as adopted by the San Mateo County Local Agency Formation Commission and some recommended for inclusion in the City's sphere (see page 159-172). The environmental setting, constraints and hazards are described in the Introduction (pages 11-13), the Open Space/Conservation/Scenic Corridors element (pages 53-86), the Seismic Safety/Safety Element (pages 24-38) and the Noise element (pages 39-52).

The urban setting including population and housing characteristics, historical development, and a description of all urban service systems is described in the Introduction (pages 1-6). Planning Area Descriptions (pages 159-172) and the Existing Land Use Map (page 9) characterize the entire project area in greater detail. The Circulation Element further describes transportation systems. The Housing Element identifies vacant or re-usable land potentially available for residential development (pages 106-109).

## **Environmental Impacts**

San Bruno is approximately 96% developed, which indicates that there are few significant environmental impacts to natural resources that have not already occurred. The primary impacts potentially resulting from implementation of the General Plan are associated with development of remaining vacant lands, re-use of some already developed sites, and improvements or expansion of community facilities and public services, including circulation improvements. Development of vacant lands was addressed in the previous General Plan; thus only where conditions or potential impacts have changed is this addressed herein. Anticipated cumulative impacts of new development on urban services, circulation, air and water quality and other natural resources, housing opportunities, noise and the City's economy are addressed in the General Plan. These will be addressed in greater detail during individual project review.

## **Development of Vacant Lands**

The principal vacant lands proposed for new development in San Bruno's planning area are portions of Bayhill, Tanforan, and the eastern and western sphere of influence lands (the airport lands and San Francisco jail site, respectively). A few smaller vacant parcels will infill. The types and intensities of development of these sites have changed little from the previous General Plan. Impacts previously identified are still valid. These are discussed in the Land Use Element, pages 151-183.

## **Re-Use of Developed Sites**

Several developed sites are targeted for possible re-use: schools and excess school lands, a shopping center and the northeastern industrial/residential area (North Belle Air, east of Montgomery Street). The potential impacts of re-use of each site are discussed in the Land Use Element (pages 151-183).



## **Improvements and Changes to Existing Developed Areas**

The updated General Plan focuses on improving existing development and facilities rather than on significant new construction. These improvements include landscaping of commercial and other publicly visible areas, rehabilitation of substandard housing, eventual replacement of incompatible uses, better architectural controls, etc. These changes are aimed at relieving current or anticipated unsatisfactory conditions. Possible adverse impacts associated with such improvements would be temporary in nature, such as construction activity and noise, relocation of existing uses or residents, etc. The long term effects will be beneficial.

## **Community Facilities**

The General Plan identifies community service needs and recommends improvements to meet health and safety needs within the City's anticipated budgetary constraints (see Introduction, pages 14-23). Some recommended improvements may have temporary adverse effects on neighboring areas but will result in long term benefits and reduced maintenance costs. The primary negative impact on the City will be economic, as needed improvements are substantial and costly.

## **Circulation**

The revised Circulation Element makes few policy changes from the previous element (1975), maintaining the basic goals of providing safe, efficient traffic movement and reduced automobile use. The primary impacts of circulation policies and actions are: a gradual and long term reduction in the number of limited occupancy automobile trips, improved public transportation, improved safety at dangerous intersections and roadway segments, improved traffic flow, long term beautification of roadway rights-of-way, and an improved neighborhood environment. Noise and air pollution problems would continue although reduced overall in persistence. In some areas of the City noise and air pollution impacts would increase as a result of additional traffic, although these negative impacts can be partially offset by mitigation measures.

## **Economic Viability**

One of the basic goals of the updated General Plan is to stimulate development that will have a beneficial effect on the City's economy. The plan designates a significant proportion of its vacant land (the remaining property in Bayhill, Tanforan lands, the airport and freeway interchange properties) for income and employment generating land uses (i.e., Regional Commercial/Office, and Heavy Commercial/Industrial uses). As well, the plan calls for eventual conversion of developed properties to industrial use, and upgrading of existing commercial areas. The net result will be increased employment, tax revenues, traffic and overall intensity of development. Additional tax revenues will help pay for needed community service improvements and maintenance. Creation of more local jobs will reduce commute traffic for some San Bruno residents and will stimulate associated businesses related to new industry, etc.

Detailed economic analyses will be conducted on major development projects as part of the environmental review process to determine costs to the City for needed service improvements, etc.

## Growth

The General Plan, consistent with ABAG population, employment and housing projections, anticipates a net reduction in San Bruno's population over the next twenty years, and an increase in the number of jobs and housing units (see Housing Element, pages 56-96). To provide for needed housing, the plan identifies sites suitable for residential development. A reduction in population and a change in the age profile means fewer children in school, thus the need for fewer schools. The plan addresses alternative uses for school sites. To prepare for increased employment, the plan also calls for greater employee services in new development and better commuter transportation services.

Annexation of lands within the city's Sphere of Influence (including the freeway interchange lands north of the airport lands which are not in San Bruno's sphere) will provide additional land where urban growth can occur. Development in these areas will require extension of public services and streets, and will result in a loss of some open space (see Land Use Element, pages 158-179).

## Safety

The General Plan identifies environmental and safety hazards and calls for mitigation of potential hazards through project design and upgrading of existing safety systems. The primary impact of implementation of the revised General Plan will be fewer safety hazards and reduced clean-up and maintenance costs. Additional analysis of potential hazards and safety concerns will occur during project review.

## Unavoidable Effects of The General Plan

Implementation of the updated General Plan will have some unavoidable adverse effects. The development of vacant and presently unused properties will generate additional traffic, which in turn creates noise and air pollution. Although the City's population is expected to decrease over the next twenty years, demands on public services (i.e., fire and police service, water, sewer and storm drainage systems, etc.) will increase with additional housing units and employment. New development in or near geologic, seismic and flood hazard zones will expose more people to potential safety hazards. Alteration of land, vegetation and natural drainage courses will have a minor adverse effect on natural habitats. Loss of open space to development will effect the aesthetics of the surrounding areas.

Beneficial effects will also result from the General Plan implementation: strengthening of the city's economic base, upgrading public service facilities, improved scenic quality, more efficient traffic flow, additional affordable housing, and protection of parks, open space and sensitive environmental habitats. The extent to which changes will be adverse must be weighed against community values and goals. Recommended policies and implementing actions in the General Plan will control the adverse effects of change to strive for an overall beneficial impact.



# **Mitigation Measures Proposed To Minimized The Significant Effects**

Through implementation of the policies and implementation actions, the General Plan assures that all identified adverse impacts of new development will be mitigated to protect existing community character, to maintain an acceptable level of City services, and to assure adequate public safety and protection of the environment.

The Policies, Implementing Actions and Planning Area Description are the mitigation measures of the updated General Plan. These include mitigation of noise, air pollution, energy consumption, seismic hazards, environmental disruption, and provision of needed affordable housing. Circulation policies and actions will, over time, reduce the under-utilization of streets and highways by increasing the number of passengers per vehicle on work trips, improve public transportation, improve the safety of flow of traffic, foster a better relationship between land development and transportation capacity, maintain and beautify major streets, and cause more specific coordination of transportation improvements between San Bruno and other jurisdictions. The plan recommends adjusting community service fees and requiring new development to pay for the cost of associated service improvements.

## **Alternatives To The Proposed Actions**

There are few alternatives to the General Plan available because so much of San Bruno is already developed. The City's density and height restriction ordinance (Ordinance No. 1284) further limits the scale and intensity of new development. The need for housing is the basis for designating suitable sites for residential use at densities that will encourage some affordable units while being compatible with surrounding neighborhoods. The City's desire for additional income generating uses influences land use designations on other major parcels (Tanforan, Bayhill, airport lands).

Alternative land uses and community service concepts were discussed early in the General Plan preparation with members of the public and City representatives. The conclusions proposed in the plan represent the consensus of participants.

## **The Relationship Between Short Term Uses of Man's Environment and The Maintenance and Enhancement of Long Term Productivity**

Previous urbanization of the City of San Bruno has determined the relationship between local short term uses of man's environment and the maintenance and enhancement of long term productivity. The entire General Plan analyzes the beneficial uses of the environment and establishes policies which will minimize the adverse effects of short term decisions and will strive for environmentally sound long term decisions. These policies are listed in the General Plan at the end of each element.

## **Any Irreversible Environmental Changes Which Would Be Involved If The Proposed Action Should Not Be Implemented**

Few of the land use proposals in the General Plan are considered irreversible because over time land uses can change. Most of the irreversible changes have already occurred by the fact that most of the City is already developed. Vacant or re-usable lands within the city limits are already served by



streets, utilities and community facilities. The only areas where irreversible environmental changes might occur are the San Francisco jail site, where loss of open space and natural vegetation will affect wildlife habitat and scenic equally and the airport lands, where development would affect the San Francisco garter snake habitat.

## Growth-Inducing of The Proposed Action

The General Plan potentially induces growth in undeveloped and reusable areas. Regional, commercial and/or office development can occur on vacant lands in Bayhill and north of the Tanforan Shopping Center. The plan allows for industrial growth on the western sphere of influence lands (the airport property) and some replacement or infill in Belle Air North. The vacated Crestmoor High School site, Pacific Heights Shopping Center property, and portions of the Skyline College and San Francisco jail site are designated for potential residential development. Potential impacts of development on each of these sites, their surrounding environment and availability of services are discussed briefly below and more thoroughly in the Housing Element and in the appropriate Planning Area Descriptions. The impact of employment-generating uses on the need for housing is considered in ABAG's projected housing need calculations.

1. Bayhill: Potential adverse impacts of commercial development in Bayhill are additional traffic on surrounding streets and intersections, loss of open space and eucalyptus trees, and demands for public services. Potential beneficial impacts are employment opportunities and positive tax revenue flow to support City costs.
2. Tanforan: Traffic generated by the buildout of vacant properties north of Tanforan Shopping Center would contribute to circulation problems in the area unless adequately mitigated. Commercial and/or office uses would generate employment opportunities and contribute to the City's tax base.
3. Airport lands: If the airport lands are annexed to the City of San Bruno and developed with urban uses, some loss of environmentally sensitive habitat area would occur. Development would replace open space and expand the City's jurisdiction by approximately 80 acres. Access to the site could cause negative impacts if allowed through surrounding residential neighborhoods. Industrial uses will provide employment opportunities and contribute to the City's tax base.
4. Belle Air North: Development of an industrial park or upgraded industrial complex to replace incompatible uses and deteriorated conditions in parts of Belle Air North could result in a loss of housing, some of which is substandard. New development would demand greater public services but would help finance the costs of needed improvements. The circulation, parking and appearance of the area could be improved. More jobs would be created and a more cohesive environment created.
5. Crestmoor High School Site: Potential impacts of development of this site, whether residential or otherwise, are additional traffic on surrounding streets, and demands on sewer, water and other public

services. Development would result in a loss of open space and some recreational opportunities on site. Any change from the present use could have adverse effects on the surrounding residential neighborhoods, depending on the nature and intensity of use. The cost/benefit effect to the City will vary depending on the use of the site.

6. Pacific Heights Shopping Center: Residential development of this site as recommended in the general plan, could generate up to 255 units. Development would require provision of public services and would affect traffic circulation in the area.
7. Skyline College Property: Residential development of vacant portions of the college could contribute to geologic hazards without adequate mitigation. Additional traffic and demands on public facilities would also result. Up to 160 new housing units and potentially 40 affordable units would help meet San Bruno's housing need.
8. San Francisco Jail Site: Annexation of all or a portion of the jail lands would add 158 acres to the City's jurisdiction. Development to urban uses would result in a loss of open space. Residents would be subjected to potential geologic and fire hazards unless adequately mitigated. Development would result in additional traffic and demands for public services. Up to 158 residential units, possibly with 40 affordable units, would be added to San Bruno's housing supply.

# Organizations and Individuals Contacted

## Organizations

|                                      |   |
|--------------------------------------|---|
| San Mateo County                     | Marty Boat<br>Ed Brans<br>David Hale<br>Andy Hartzell<br>George Laakso<br>Mark Nelson<br>Larry Siders<br>Ernie Vovakis<br>Glen Weeman |
| LAFCO                                | Greg McWilliams   |
| Association of Bay Area Governments  | Susan Hootkins<br>Dan Lopez<br>Jean Safire<br>Ron Wada  |
| City of Millbrae                     | Ed Moore  |
| City of South San Francisco          | Dan Christians<br>Louis Dell'Angela   |
| City of Pacifica                     | Wendy Cosin<br>Bryan Foucht   |
| City of San Francisco                | Alec S. Bash<br>Alvin James<br>Dean Macris  |
| San Francisco Airport                | John Costas<br>Ron Wilson   |
| Southern Pacific Railroad            | Ken Durr<br>Cheryl Rodriguez<br>Art Page  |
| San Bruno Park School District       | John Mehl   |
| Laguna Salada School District        | Mel Lopez   |
| San Mateo Union High School District | Mark Rothacker  |
| San Mateo Junior Collect District    | Irene Bluth<br>Melvin Toomes  |
| BART                                 | Dick Wenzel   |
| San Francisco Municipal Railway      | Gilbert Bendix  |



Cal Trans

Department of Fish and Game

Department of Housing and  
Community Development

Department of Conservation

Office of Historic Preservation

Office of Planning and Research

Air Resources Board

State Office of Noise Control

CalTrans, District 4

California Division of Mines and  
Geology

Federal Emergency Management Agency

General Services Administration,  
Region 9

Bay Area Air Quality Control Board

MTC

San Francisco Water Department

Assemblyman Papan's office

American Development Company

Vogel Company

## **Persons Interviewed**

Don Frate

Albertina Toschi

June and Bob Hons

Lincoln Chu  
Darnall W. Reynolds

Dennis Eimoto  
Brian Hunter  
Robert Tharatt

Steve Peterson

Esther Maser

Nick del Gioppo

Charles Brandes  
Anna Polvos

Gary Agid  
Anne Geraghty

Jerome Lucas

Jack Stewart

Ted Smith

Susan Elkins  
Kathy Follis

Mary Brant

Sally Friedman

Chris Brittle  
Nancy Seana

Gilbert Bendix

Patrick Sweetland

John Hoffmeyer

John Giesecker

David Word

John Callicotte

Fran Presta

|                      |                      |
|----------------------|----------------------|
| Pat Cummins          | Alex Stratigos       |
| Lyola Lawler         | John Mitchell        |
| Dan Sullivan         | Harry Costa          |
| Michael Kaiser       | John Doyle           |
| Skip Henderson       | Marie Musante        |
| Gail Lowenthal       | Ron French           |
| Fred Hykel           | Gene O'Neil          |
| Rosemary Pfeiffer    | Joe Welch            |
| Dennis Sammut        | Larry Mobley         |
| Larry Franzella      | Tony Governale       |
| Dick Griffith        | Lewis "Pete" Douglas |
| Gary Mondfrans       | Viko Ivancich        |
| Carolyn Livengood    | Aurora Tomadoni      |
| Mike Alexieff        | Dave Dornlas         |
| Bill Hurshman        | Donald Fredericks    |
| Ray Doughty          | Rev. John Powell     |
| Rev. John Reilly     | Mrs. V.A. Tange      |
| Rev. Richard Kendall | Mike and Maria Rauof |
| Edna Daniels         | Emily E. Drayton     |
| Lucy Nannizzi        | Gladys Horne         |
| Theodora Tenison     | Joe Parham           |
| Dolores Frow         | May Beardsley        |
| Olga Parenti         | Jewell Coccillato    |
| Evelyn Jones         | Louise Garrison      |
| Lorraine Burtzloff   | Bob George           |
| Yvonne Gregoire      | Dave Murphy          |
| Svend Hansen         |                      |



# Acknowledgements

## City Council

Bob Marshall, Mayor  
Beverly Barnard  
Doug Dawkins\*  
Chris Pallas  
Tom Ricci  
Ed Simon

## Planning Commission

Harry Redlick, Chairman  
Beverly Barnard  
David Castellino  
Don Dowling  
Les Kelting  
Perry Petersen  
John Ranahan\*

## Parks and Recreation Commission

Tony Alioto, Chairman\*  
Thomas Barisone  
Donald Davis  
Alice Gayan  
Donald Kayser  
Tom Lara  
Michael Larsen\*  
David Nigel

## Traffic and Safety Committee

Robert Hanely, Chairman  
William Baker  
John Kristovich  
Robert Marshall\*  
Gunther Urbach

## Environmental Committee\*

Sylvia Gregory, Chairman  
Julio Ludowieg  
Josephine Macartney  
George Perry  
Rose Urbach

---

\* Former Member





C124886022

## City Staff

Gerald Minford, City Manager  
 Michael Brimer, Director of Planning and Building  
 Bruce Balshone, Associate Planner, General Plan Coordinator  
 Robert Whitehair, Public Works Director  
 Theodore Bresler, City Attorney  
 Janet Aki, Building and Planning Secretary  
 Peter O'Shea, Parks and Recreation Director  
 Michael Doerner, Assistant Supervisor of Recreation  
 Robert Pedroncelli, City Engineer\*  
 Amy (Liz) Beamsley, Engineering Secretary  
 Harper Petersen, Fire Chief  
 Tom Ott, Fire Marshall  
 Frank Hedley, Police Chief  
 Ralph Carrillo, Chief Building Inspector  
 Rudy Stuber, Building Inspector  
 Elizabeth Svec, Librarian  
 David Thomas, Cable Television Director  
 Terri Rasmussen, City Clerk  
 Karen Hornung, City Treasurer  
 Robert Bodeman, Finance Director

## Consultants

Ironside and Associates  
 Bob Ironside, Principal  
 Wendy Brewer, Project Planner

MicroText, Word Processing

Linda Yu, Graphics

\* No longer with agency.